

103

# HEARING ON H.R. 2010 NATIONAL SERVICE TRUST ACT OF 1993

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Y 4. ED 8/1: 103-8

Hearing on H.R. 2010 National Servi...

## HEARING

BEFORE THE

### COMMITTEE ON EDUCATION AND LABOR

### HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

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HEARING HELD IN WASHINGTON, DC, MAY 19, 1993

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### Serial No. 103-8

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Printed for the use of the Committee on Education and Labor



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## **HEARING ON H.R. 2010 NATIONAL SERVICE TRUST ACT OF 1993**

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**WEDNESDAY, MAY 19, 1993**

**HOUSE OF REPRESENTATIVES,  
COMMITTEE ON EDUCATION AND LABOR,  
*Washington, DC.***

The committee met, pursuant to notice, at 10:45 a.m., Room 2175, Rayburn House Office Building, Hon. William D. Ford, Chairman, presiding.

Members present: Representatives Ford, Miller of California, Murphy, Martinez, Owens, Sawyer, Payne, Unsoeld, Andrews, Reed, Roemer, Scott, Green, Woolsey, Romero-Barcelo, Klink, English, Strickland, de Lugo, Goodling, Petri, Roukema, Gunderson, Armey, Ballenger, Molinari, Hoekstra, Miller of Florida, and Underwood.

Staff present: Gene Sofer, full committee counsel; Alan Lopatin, full committee general counsel; Jennifer Caable, full committee staff associate; Lester Sweeting, Subcommittee on Human Resources staff director; Daniel Adcock, Subcommittee on Human Resources counsel; Kathy Gillespie, minority labor counsel; and Lee Cowen, minority professional staff member.

Chairman FORD. We meet this morning to receive views on H.R. 2010, the National Service Trust Act of 1993. In the interest of proceeding as rapidly as possible to the fine panel of witnesses we have today, I will forego an opening statement and ask unanimous consent that all members may revise and extend, at this point in the record, their opening statements, so that they will appear in a timely fashion, and we can get right on to it with the witnesses.

Is there any objection?

[No response.]

### **STATEMENT OF HON. WILLIAM D. FORD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN**

We meet this morning to receive views on H.R. 2010, the National Service Trust Act of 1993.

This bill has purposes both practical and spiritual. Like the G.I. bill, it is intended to help individuals attain educational achievement or job training, better enabling a generation of Americans to compete in the world on the basis of a highly productive, high-wage economy. And like the Peace Corps, it is intended to inspire a renewed ethic of civic responsibility that we hope will ripple throughout our country, ultimately paying dividends to us all.

While the legislation before us is relatively modest, our expectations are much larger. That is because President Clinton's National Service plan would satisfy an urge among bright young people to remake our country. It also represents a sober recognition among experienced leaders at the local and national level that we all

need to work together—and expend sweat and treasure—to address interrelated problems.

National service is but one strategy. It would build on existing service programs, not create a large Federal bureaucracy to stifle local initiative.

These local initiatives are well known and proven. They include assistants for Head Start teachers, aides for elderly Americans, planters to reforest the Pacific Northwest, workers to carry out recycling programs, and labor for a hundred other works that simply aren't getting done today.

We have just received some statistics from the National Association of Service and Conservation Corps, indicating strong financial returns from four States.

The Michigan Civilian Conservation Corps, for example, estimated \$2.01 in net benefits—in welfare savings, income tax, and value of work—for each dollar expended over 6 years.

California's Conservation Corps reported \$1.77 in benefits per dollar spent, Washington State's Service Corps estimates \$2.88 per dollar, and the Iowa Youth Corps reported \$1.96 in benefits per State dollar expended.

Pennsylvania, the home State of my friend Mr. Goodling, the ranking Republican, also has issued encouraging reports about the effectiveness of service-learning. The Philadelphia High School Literacy Corps reported last September that only 20 of the 165 students in the program expressed an interest in going to college. As of May 1 this year, 83 had applied to college.

At Chestnut Ridge High School in rural Bedford County, the postsecondary education rate went from 30 percent of all graduates to 80 percent in the 5 years during which community service had become nearly universal. And Keystone Oaks High School in suburban Pittsburgh, the number of dropouts fell from an average of 28 over 10 years to seven for the last 3 years, after a 120-hour community service requirement was initiated.

A focus of attention in this initiative has been the college and job training benefits available to 25,000 young people. But the bill has a much larger scope. Beginning in October, 1½ million Americans would be serving in existing volunteer programs that involve youths from kindergarten on up. The bill would double the number of volunteers in the grade school and higher education programs, and add participants in Older Americans programs.

I want to make clear what this program is not. It is not a replacement for campus-based aid or Pell Grants. No one is more committed to the continuation of those programs than I am. National Service would provide added benefits to participants, many of whom will receive other forms of student aid.

Nor is National Service a "leaf-raking" jobs program. The bill includes safeguards to ensure that participants perform meaningful work. Community members help design the programs. State commissions make the grant decisions and inspectors general monitor them. Rigorous evaluation will identify successful programs and weed out ineffective ones.

The education and training benefit of National Service is not an entitlement. Participants will receive financial aid only when they complete the program. In addition, National Service will compete with other items in the appropriations arena. If it works, it will grow. If not, I expect we will pull the plug on it.

#### STATEMENT OF HON. GENE GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, I am pleased to be here today in support of the National and Community Service Act of 1993. As one of the many members who are cosponsors to this bill I look forward to working to ensure that it is passed and becomes a permanent part of our education and job training environment.

This bill is in a very real sense a new G.I. bill. However, this is a G.I. bill that reaffirms our commitment to all of our young people and ensures that they will have access to the training they will need to compete in our changing workforce.

This fall, my daughter will begin her first year in college at the University of Texas. I cannot tell you how proud it makes me to be able to tell her that we are taking the steps necessary to ensure that she will have a job when she finishes her studies. For the last several years our students have reached graduation only to find dismal employment outlooks and the fear that they will not be able to meet their financial obligations after graduation.

This bill moves us in the right direction by providing options for our graduates and opportunities for them to serve the community and repay their financial obligations. This bill picks up where our economy leaves off. Since we have thus far been unable to increase the value we place in community service jobs such as teaching,

this bill opens the doors to these careers to students who might otherwise be unable to afford them. No longer will students face the burden of large student loan payments and the threat of default if they can't find a job. These students will pay their debts and grow in the process.

As we continue to look at ways to stimulate our economy we need look no further than our college campuses. In them we have a wealth of energy and enthusiasm just waiting to be unleashed and I believe that measures such as National Service will allow us to tap that potential and invigorate our community. Thank you.

**STATEMENT OF HON. WILLIAM F. GOODLING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA**

Mr. Chairman, we are meeting today to consider an initiative that is very important to President Clinton, the National Service Trust Act of 1993. While some of the ideas contained in this proposal are not new, and though he follows a President who also emphasized the responsibility of all citizens to engage in service to their Nation and their community, I commend President Clinton for his leadership and dedication to this cause.

Like the President, many of the members of this committee have devoted most of their adult lives to public service, and, the position that each of us takes with respect to the proposal before us today is, in part, shaped both by the role that service has played in our development as citizens and by what the ideal of volunteerism means to us. My State of Pennsylvania, which operates a conservation corps with activities at both the State and local levels and which has a division in the State Department of Labor and Industry, PennServe, dedicated to citizen service, has truly been a national leader in promoting community service efforts. In the past, I have supported legislation, the National and Community Service Act of 1990, to provide a limited, Federal leadership role in this area.

Thus, I approach the debate we are entering today on the National Service Trust Act with a sympathetic ear. Nonetheless, I do have concerns about the parameters of this proposal in terms of the costs associated with the program, the level of participation, and the administrative structure. The major program proposed in the Act, which would meld the concept of national service with the goal of making college more affordable, has been projected to cost approximately \$20,000 per participant. Thus, even at a very high level of Federal support, the number of people that will be able to participate will be quite low. The administration itself has indicated that the program will accommodate only 100 to 150 thousand participants by 1997, which is less than 5 percent of those eligible for Federal student aid. The projected 1-year cost of that level of participation is over \$3 billion.

Although one goal of the initiative is to make college more affordable, there are no criteria to ensure that those most in need of higher education assistance will benefit from the program. I recognize that one of the values of a service experience is bringing individuals from different backgrounds together to work in common for the good of their communities and their country. However, at a time when we do not have the Federal resources to support the higher education aspirations of all our disadvantaged youth, it is difficult to justify such a large commitment of funds to a population that may *not* be as needy.

On a more technical note, the proposal contemplates housing the program under a newly established Corporation for National Service which also ultimately house the programs now administered by the Commission on National Service and ACTION. There are numerous details with respect to appointment and duties of members of the Board of the Corporation, status of employees of the Corporation, ACTION and the Commission, and fiscal controls that must be carefully reviewed before this proposal moves forward. Similar questions arise in the context of the State Commissions that must be established by States in order to participate in the Act's programs.

As are many young people across this country, my constituents are very excited about the possibility of participating in this national service program. I recently met with some college students in my district who were eager to serve their country in exchange for assistance with paying for their educations. When I fully explained the details of the program, however, they were less excited and had many more questions. I do not relish the role of being a naysayer with respect to President Clinton's proposal and I remain hopeful that some of my concerns can be addressed. I look forward to the testimony of the witnesses today and anticipate that some of the issues I have raised will be aired.

I thank you, Mr. Chairman, and I thank the witnesses in advance for their participation.

ADDITIONAL MATERIAL SUBMITTED BY HON. THOMAS E. PETRI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

The attached testimony presented before the Senate Labor and Human Resources Committee by Bruce Chapman, President of the Discovery Institute, should be a part of the record as it raises a number of important issues:

Bruce Chapman, President  
May 11, 1993

**WHY NATIONAL SERVICE WILL HURT VOLUNTARY SERVICE, STUDENTS AND THE ECONOMY**

Mr. Chairman, and members of the committee:

Why, exactly, do we need the National Service Trust Act of 1993? Why, if we want to help students, couldn't these funds be used better in direct aid to students? Why, if we want to stimulate service in America, couldn't we increase the charitable deduction in the tax code? Why, especially, if we want to improve the lot of the next generation, couldn't we hold back now from adding further to the huge national debt we are leaving them?

My study of the bill before you shows that:

National Service will not, on balance, help many participating students—and will actually hurt many. Since relatively few jobs will be available at first, students will have to compete for positions that may or may not be suitable to their particular talents and interests. Those who have contacts with the persons running the assorted National Service programs will have the best chance of getting the jobs. Finally, after 2 years of service and obtaining \$10,000 in vouchers, students will still have only enough money for a fraction of most colleges' costs and will still have to go into debt or leave school. Those in service after graduation will have lost 2 years' lead on their careers. Thus, while some youth will be pleased by the National Service experience, of course, and may indeed get uncommonly lucrative pay (see below), others will be disillusioned and disappointed. Wouldn't it make more sense to offer these funds, if they must be spent, to expand college loans?

National Service will disadvantage and stigmatize youth who do not or cannot participate—over 99 percent of college students. Most will fail in their applications for National Service jobs. The work they do take up in the private sector instead, some of which may be of greater real value to society than the invented positions of National Service, will not, like National Service jobs, be tax-free and they will lack the patina of prestige the government proposes to spread over the National Service graduate. There will be particular annoyance among this large body of youth with those privileged few among the celebrated National Service volunteers who get paid far more money than most new college graduates can hope to earn, even in the private economy. That is because this bill actually will allow participating agencies to match the government subsistence allowance, with pay for "service" in such cases going up to \$8.50 an hour! Surely, a young waitress or beginning schoolteacher—paying taxes and perhaps raising children at the minimum wage—will want to know why they should be supporting—and honoring—the "service" of such youth.

National Service, thus, does not, in fact, encourage volunteerism and genuine service, but distorts its meaning. It does not call upon students for significant sacrifice or risk, as does, for example, military service or the Peace Corps, with which National Service is constantly, and falsely, compared. Rather, it confers upon its participants the same kinds of public honor—and the same or greater benefits—without the sacrifice or risk. National Service is glamorized government employment.

National Service, under this bill, directly puts the government into competition with the private volunteer sector for private charitable dollars as well as the time of service volunteers. I don't believe this has ever happened before. Allowing National Service programs to solicit private donations means that these programs, backed already by Federal moneys, will have a clear advantage over those self-starting charitable programs that presently make up the "voluntary" or "independent" sector. Participating organizations and agencies can entice private donations away from other private programs by offering "Federal matching money." The voluntary sector thus will be tied more and more to government programs and will be less and less "independent" as a result.

National Service puts religious organizations—which compose the bulk of the present voluntary sector—at a particularly serious disadvantage *vis a vis* secular charitable groups and programs by prohibiting funds going to programs with religious content. This discrimination may be required under the First Amendment, but

the effective result is to undermine and stigmatize the religious content of charity in America.

National Service will encourage CETA-style favoritism in job use and, ultimately, political corruption. Those of you who remember CETA presumably also recognize the ways in which State and local politicians, despite initially good intentions, turned CETA jobs into political patronage. National Service has tremendous potential for scandal in 2 to 4 years, the time it will take to start up and operate the first programs, and for the first cases of abuse to surface. Putting the operational control over programs in the hands of friendly independent private organizations, with oversight by appointees chosen by governors, rather than putting control inside government agencies, actually makes patronage abuse by governors (and their staffs and allies) more likely. When the son of a supporter of the governor wants admission to a National Service program, who will turn him down?

National Service will increase bureaucracy at the State level and will further bureaucratize charitable work in this country, to the disadvantage of the amateur. The bill shows that the kind of spontaneous and amateur community groups that organize the bulk of America's service programs today will not be sufficiently sophisticated and professionalized to enter the complex competition for Federal grants. This is a bill to favor big time service providers with Federal patronage; its main beneficiaries, accordingly, will not be the students who pass through it, but service professionals—bureaucrats who are only nominally in the private sector, and many of whom are actually in the State level government. What the Federal Government has done to kill the amateur political campaign it is now going to do to volunteer service in America, with similar results for the spirit of free institutions.

National Service thus is a further erosion of representative democracy in favor of some largely unaccountable "participatory" or "strong democracy," and please note that at least some of the National Service's major proponents know this and favor it for that reason. What we have here is a collectivist or utopian idea of "service" versus the ideal of freedom that de Tocqueville and others have hailed as the hallmark of American civilization.

The primary purpose of National Service, in the minds of many of its advocates, has always been to engineer the character of young people. The National Service proposal of 1966, for example, saw the idea as a compulsory alternative to the draft. Fortunately, those who supported National Service in the 1960s—some of whom are among the notable proponents today—were outvoted in Congress and the volunteer military was adopted instead—with superior practical and moral results that most observers acknowledge today.

In this bill, the rationale for National Service is not the military, but students' educational costs. Just as the military service problem was real in the 1960s, students' problems with funding their education is real today. But, again, these reasons are just the vehicles for National Service.

And for the real purpose, there is little enthusiasm among young people. Even when, knowing little of its substance, students admire the stated purpose, they see little relevance in it to their own lives. (See, for example, *The Chronicle of Higher Education*, April 28, 1993.)

National Service, therefore, is an expensive venture with unknown—if any—benefits. It is just the kind of idealistic-sounding program that has put America in deep debt today and left the American people demoralized with government and politics. It sounds like a cure for our civic ailments and it will attract many idealistic souls initially. Soon, however, it will be devouring significant amounts of Federal revenue and encroaching on the freedom—and true service—of American society.

Alexis de Tocqueville, writing of the possibility of government attempting to take over the role of the voluntary sector, warned, "Once it leaves the sphere of politics to launch out on this new track, it will, even without intending this, exercise an intolerable tyranny. For a government can only dictate precise rules. It imposes the sentiments and ideas which it favors, and it is never easy to tell the difference between its advice and its commands."

It will be a great shame if the Congress, in the name of adding to "service" in America, undercuts it instead.

#### STATEMENT OF HON. RICHARD K. ARMEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Good morning, Mr. Chairman. This morning, we're considering the President's national service proposal. I would like to suggest that this legislation is fundamentally flawed, for four reasons.

First, it is extremely costly. The administration estimates it will cost \$400 million in its first year, rising to \$3.4 billion in 1997, for a total of \$7.4 billion over its first 4 years. How can a "volunteerism" program cost so much? Well, each participant will receive an annual salary in the range of \$10,000 a year, \$10,000 in loan forgiveness, plus health insurance, unemployment insurance, and child care subsidies. Add it all up, and the typical participant under this program will receive more than \$30,000 a year in pay and benefits. Mr. Chairman, there are a lot of hard-working men and women in my District who have never made \$30,000 a year in their lives. They'll want to know why Congress is asking them to pay taxes to have young people perform services traditionally undertaken by charities.

Which brings me to the second flaw in this bill. It displaces private charity with government bureaucratic action and turns true volunteerism into well-paid social activism. The implicit assumption is that Americans are moved only by material enticements, that they won't help their fellow man without a paycheck. Worse, this bill suggests that national service is not taking place right now. Mr. Chairman, working hard, earning a paycheck, creating jobs, and paying your taxes in the private sector is just as much a public service as government-paid volunteerism. And, Mr. Chairman, 80 percent of Americans already perform true volunteer work.

Third, this bill encourages the belief that every American is entitled to a college education at taxpayer expense. The President hopes to have 150,000 participants by 1997, dwarfing any previous national service program by several orders of magnitude. Most of these participants will undoubtedly be motivated by the promise of a taxpayer-subsidized education. I can imagine the day, not too far off, when the exchange of service for education will be regarded as an entitlement and a birthright. When that happens, Mr. Chairman, national service will be more appropriately described as national servitude.

Finally, Mr. Chairman, I fear this bill will quickly deteriorate from an idealistic program of moral uplift into a source of free clerical help for social activist groups. What's to ensure that organizations like the ACLU, NARAL, Ralph Nader's Public Interest Research Group, and Greenpeace will not use federally-paid national service volunteers to advance their particular activist agendas? I see no guarantees in this bill against that possibility. Indeed, I wonder whether that might not be one of the unspoken motivations behind it. Perhaps my fears are unfounded, but I have yet to be persuaded of that fact.

I look forward to hearing our guests address these concerns in this morning's hearing. If my concerns are not allayed, I will urge my colleagues to oppose H.R. 2010.

Thank you, Mr. Chairman.

#### STATEMENT OF HON. SUSAN MOLINARI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Thank you Mr. Chairman. I welcome Congressman McCurdy and Congressman Shays and I look forward to hearing the witnesses before us today.

National service is an issue with a long and distinguished role in our society. It provides a vast natural resource that we have only just begun to tap. National service is the drive to contribute, to help serve our communities, that we must preserve, encourage and teach our children about. Citizenship in this country is a twofold concept. As Americans we are afforded certain rights, and with those rights come certain obligations. National service, along with education provides the atmosphere to foster these values.

As we begin today's hearing on President Clinton's National Service Trust Act, I want to stress my support for the idea of national service and my willingness to work with my colleagues on this committee and with the administration on this bill.

I generally agree with the concepts included in the President's National Service Trust Act. I like the idea that this legislation is meant to be a national program nourished and sustained at the State and local levels. Additionally, I favor the safeguards included in this bill regarding patronage and corruption.

I do however, have some concerns regarding the limited size of this proposed service program and its costs. This proposal has been advertised as a means toward greater educational opportunity for *all* students. This is simply misleading. This National service program will not change the student aid equation. Roughly, seven million students receive loans to finance their college education, this program will only help a very small fraction of these students.

With the costs of higher education skyrocketing, and with the limited available Federal funds for education programs, we must consider the question, are we making the best monetary decisions with our money? I am extremely wary that this

proposal might compete for funds with programs such as Head Start and Pell Grants. This will starve even further, these currently existing worthwhile, tested programs. That is not a scenario I will support.

I am also concerned that this proposal offers to students \$5,000 in an educational stipend along with the promise of a minimum wage stipend and health care coverage. This has been estimated to cost the Federal Government \$20,000 per student per year. This high cost per student keeps the program small, and exclusive. Additionally, there are no guarantees included in this proposal to ensure students who are most in need of financial assistance will be helped under this bill.

To that end, I am currently reviewing the possibility of working to amend the bill to include some type of means-testing to ensure that sufficient funds will go to individuals who most need assistance. I am also exploring the possibility of increasing the local match to help free up additional Federal funds to open up the program to more students.

I want to thank the Chairman and the ranking minority member for their leadership on this issue. I look forward to working with my colleagues on the committee and I will be seeking their comments and suggestions regarding my amendments.

**STATEMENT OF HON. PETER HOEKSTRA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN**

As my staffer was paging through my past opening statements before this committee, she noticed an apparent absence of any statements that supported legislation that has come before this committee. Having come to Washington with a mission that included a bipartisan approach to enacting change, I have therefore come today to offer my support for the National Service Trust Act of 1993.

I was initially intrigued by the idea of a program that allows young people to give back to their communities while earning an "award" that they will use for their own education. The concept of a "Domestic Peace Corps" is one that deserves our consideration.

I want to stress, however, that I do not see this program as "just another government program." This needs to be a joint venture supported by corporations, foundations, educational institutions, the nonprofit sector and government at all levels. I was particularly encouraged by two provisions in the legislation which seem to support this approach.

First, the legislation establishes the Corporation for National Service which provides the grants to carry out the various national service programs. This will not simply create new bureaucracy, but will instead combine the existing agencies that deal with volunteer service. Because of the way it is structured, the Corporation may accept private donations and may make challenge grants that match funds raised from private sources. These provisions encourage the private involvement that is so necessary to make this concept successful.

In addition, I was pleased to see the flexibility given to local programs. Each organization is responsible for its own recruitment, training and administration. The recognition that individual communities are more in touch with their needs than Washington is an indication of the philosophy that drives this program and one that I hope will ultimately make it successful.

I look forward to playing a part in the crafting of a workable program with members from both parties. I am also interested in hearing the testimonies of our witnesses who have a first-hand knowledge of what it takes to put together an effective program.

**Chairman FORD.** Hearing none, the Chair is very pleased and honored to welcome our colleague from Oklahoma, Representative McCurdy, who has been a longtime advocate of national service, and has been one of the driving forces behind bringing this to the attention of the Congress and subsequently to the President.

And Mr. McCurdy, you may proceed in any way you feel most comfortable.

## STATEMENT OF HON. DAVE McCURDY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA

Mr. McCURDY. Thank you, Mr. Chairman. Mr. Chairman, more than 200 years ago Thomas Jefferson said, "A debt of service is due from every man to his country."

Mr. Chairman, members of the committee, as evidenced in Thomas Jefferson's words, our founding fathers knew that to ensure the freedom and opportunity afforded by a democracy, our citizens have to sacrifice for the good of all. Thus, the concept of national service that I am here to discuss today lies at the very heart of the American tradition. It is a return to America's founding philosophy of mutual obligation between the citizen and the State.

During his campaign, President Clinton spoke of the "New Covenant." In his vision, citizens and government would be bound by a new commitment to shared principles, to the building of local and national communities, to the reinvigoration of the national economy, and the rebirth of the idea of service to others.

National service lies at the very core of this agenda. It calls upon its participants to meet their obligation to society, to choose commitment and involvement over apathy, and community over individualism. Why is it important for both Republicans and Democrats to stay focused on this message of national service? Because those who have no interest in a new paradigm of politics will try to undermine the significant role national service can play in our country.

Just last week, Dennis Doyle of the Hudson Institute, who will testify later today, criticized national service. In a Washington Post opinion piece he questions the integrity of those who would serve only in return for benefits. Mr. Doyle argued, "... 'service,' like charity, is given freely and voluntarily, without expectation of personal gain."

This criticism that there is something inherently wrong with compensating people for volunteering has been around since Senator Sam Nunn and I originally introduced national service legislation more than 5 years ago.

National service, though, is not volunteerism. National service is a systematic approach to meeting unmet social needs. Its participants will serve the community full time, 40 hours a week, for 2 years. Society will depend on them to fill some of the critical needs we face in environmental work, health care, education and other areas.

In return for service to their country, participants in the national service program will receive up to \$10,000 in educational benefits. But these benefits are not government handouts; they are benefits in return for a meaningful contribution to society. It is my hope that this program will continue for years to come.

The prototype for national service is the GI Bill of World War II. It provides a relevant example of the benefits that will be returned to society through mutual obligation. In 1949, when the GI Bill was at its peak, our country spent 1 percent of the gross national product on educational benefits for veterans. For every dollar spent, it

has been estimated that \$10 were returned to the national economy.

Further, the National and Community Service Coalition, a group of 120 organizations active in the service field, has provided data from a few of its members showing that the existing youth corps contribute more to the economy than they cost. For example, the Pennsylvania Conservation Corps generates \$1.78 in benefits to the community for every \$1 invested. The Washington Service Corps returns an estimated \$2.88 for every \$1 invested, and the Michigan Conservation Corps estimates that \$2.01 is returned to the community for every dollar spent.

Another criticism of national service is that higher education could be provided more effectively in other means. At the heart of this criticism is the belief that postsecondary education should be an entitlement. Proponents of this view would rather see the money proposed for national service go to fund the Pell Grant program on a larger scale. But they fail to realize that we cannot afford another government entitlement. National service, however, will provide thousands of young Americans access to higher education that they might otherwise be denied.

In 5 years, when I hope we are debating the reauthorization of national service, we will have to ask what benefits we have derived from the program. Will the American experience be similar to that of Germany? As a recent Wall Street Journal op-ed pointed out, German society has become very reliant on its national servers. The article quotes Angela Merkel, Germany's Minister of Women and Youth, as saying, "In its more than 30 years in existence, [the national service] has become an important and fully legitimized component of our social reality."

The idea of national service transcends traditional Republican and Democratic philosophies. It goes to the core of what is best about our democratic society. If national service is successful in creating a new spirit of community, it will make a profound contribution to our political system and our society.

Mr. Chairman, I want to thank you and the members of the committee for inviting me to testify, for the strong support in sponsoring this bill. Mr. Chairman, I especially want to commend my colleague who is with me today, Mr. Chris Shays, for his commitment to the concept of national service and his work on this bill, and a special thanks to my good friend from Wisconsin, Mr. Gunderson, who was an original cosponsor of this bill, and whose input played a very significant role in the shaping of the legislation that we have before us.

Mr. Chairman, based on the bipartisan support that we have here, and the support of this committee under your leadership, I am very hopeful that this bill will move very quickly, and we'll see enactment in the House and the Senate, and will be on the President's desk in short order.

Thank you.

Chairman FORD. Thank you, Mr. McCurdy. As the Chairman I'm very well aware of the efforts made by you, Representative Shays, and by our own colleague, Steve Gunderson, to make this a truly bipartisan bill. I believe that we have approximately 187 cosponsors as we start this morning. Phone calls are coming in even as we

speak. Members are saying, "Why didn't you tell me that you were going to move this fast?" We'll give them a chance to come along.

I didn't have a chance, Dave, and I apologize for this, to clear it with you, but if you have got the time, I'd like to hear from Congressman Shays before opening up the hearing for questions for the both of you.

Mr. McCURDY. Absolutely.

Chairman FORD. Congressman Shays, we're very pleased to have you here. I want to repeat what I said about the great help you've given us in making this a truly bipartisan effort.

#### **STATEMENT OF HON. CHRISTOPHER SHAYS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT**

Mr. SHAYS. Thank you, Chairman Ford, and ranking member Goodling, and all the members of this committee. I appreciate the opportunity to testify with my colleague, David McCurdy, and to be able to express strong support for President Clinton's National Service Trust Act of 1993.

I still remember how I felt as a 14-year-old watching the 1960 debates between Senator Kennedy and then Vice President Richard Nixon. I felt absolutely energized listening to Senator Kennedy's appeal to me and to other young people when he spoke of the Peace Corps and making the world a better and safer place. I wanted to be part of his vision. Years later I fulfilled that dream, serving 2 years in the Peace Corps with my wife, Betsi.

The same power and emotion, the same sense of energy, eagerness and anticipation we felt in the early 1960s is alive today, and I hope you sense it. But there is also a sense of frustration, an unfocused yearning, an almost quiet desperation on the part of some of our young people. Young people see the problems that our country faces and they ask, "What can I do? How can I make a difference?"

Today's youth have heard much said about their future. They have been told that they should not expect to live as comfortably as their parents. We seem to speak of their future almost in the abstract, but for them it is real. There is nothing abstract about their future. It is their future.

They want so desperately to take hold of their destiny and demonstrate, the naysayers notwithstanding, that their future can be bright and prosperous. National service provides this opportunity for them. We have the ability to harness the tremendous enthusiasm and energy of our young people and help channel it in worthy directions.

The President's proposal recognizes the pent-up desire of our young people. Just as importantly, it recognizes the considerable need for the services our young people are so anxious to provide. And I want to emphasize the need for these services is paramount. Whether it's teaching a child to read in Los Angeles, conducting drug education workshops in Detroit, repairing the home of a low income resident in Chicago, cleaning the shores of the Chesapeake Bay or the banks of the Mississippi River, caring for the elderly in Phoenix, aiding the victims of hurricanes in Miami or organizing citizen crime stoppers in Bridgeport, there is much to be done.

My Peace Corps experience changed my life. To this day I continue to benefit from the values and lessons I learned during my service. But not only did I benefit, so did the hundreds of people I came in contact with. There is something magical and inspirational about serving others. Provide today's youth with more opportunity to serve and they will invigorate our Nation and lift up the world.

I am proud to be one of 19 Republican original cosponsors of the President's national service bill. This bill is well thought out. And if I didn't know differently, I would have thought it was done by a Republican administration.

The President's plan does not create a large, centralized bureaucracy. In fact, it disperses most of the authority to State and local organizations, empowering them to make decisions and direct resources to meet their particular needs.

With two-thirds of the grant money available to State commissions, the bill ensures most of the funding decisions will be made by those who know where the needs are, what programs will address the needs, and how best to allocate the limited resources available.

Setting up the infrastructure in this fashion—somewhat similar to the Corporation for Public Broadcasting—allows for enough centralized control and oversight, with sufficient room for State autonomy and programmatic flexibility.

The proposal also capitalizes on the vast array of existing service organizations. As for the cost, I speak as a strong fiscal conservative, hesitant to break ground on any new funding program. But the fact is, national service is one of the wisest and least costly investments our government can make. And the payback is absolutely tremendous. Not only is this an investment in human capital—our most valuable resource—but it is an investment in our most precious of human capital, our children.

It should be noted this legislation does not authorize a specific level of funding for future years. It provides "such sums as necessary." This means each year funding will be appropriated based on the past year's success and the ability of the program to support increased funding. If you don't think this program is going to work in the future, we just don't fund it in the future.

Programs will include clearly established goals, and progress toward these goals will be measured when determining if continued or increased funding is merited. I think all Federal programs should be subject to such a rigorous review process.

While the Federal Government provides the majority of funding to support national service participants, sponsor organizations are required to contribute a share of the costs. Requiring matching funds is crucial to running a successful program. If the grant recipient makes no contribution, then no financial incentive exists to ensure sound and effective operation of the program.

Lastly, this legislation, through the budget review process and creation of an Inspector General, includes strong measures to guard against fraud and abuse. I believe the President's National Service Trust Act will be highly successful, and that we will look back on this program with a profound sense of pride. The fruits of our labor today will benefit generations to come. I am absolutely convinced of this fact.

The President's proposal will tap the energies, the aspirations, ideals of our young people to help meet the needs of our communities, State, and Nation. It will enable them to make a difference, encouraging them to take charge of their own futures, and help end the culture of victimization which seems so prevalent in our society today.

These goals and this initiative are not Republican or Democrat, liberal or conservative. They are simply sound concepts based on fundamental American values.

I thank the committee and I welcome any questions you might have.

[The prepared statement of Hon. Christopher Shays follows:]

**STATEMENT OF HON. CHRISTOPHER SHAYS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT**

Mr. Chairman and members of the committee, I appreciate the opportunity to join with my colleague, David McCurdy, to testify in support of President Clinton's National Service Trust Act of 1993.

I still remember how I felt as a 14-year-old watching the 1960 Presidential election between Vice President Richard Nixon and Senator John Kennedy. I felt energized listening to Senator Kennedy's appeal to me and other young people when he spoke of the Peace Corps and making the world a better and safer place. I wanted to be part of his vision.

Years later, I fulfilled that dream, serving 2 years in the Peace Corps with my wife, Betsi.

The same powerful emotion, the same sense of energy, eagerness and anticipation we felt in the early 1960s is alive today. But there is also a sense of frustration—an unfocused yearning, a quiet desperation.

Young people see the problems our country faces and they ask, "What can I do?" "How can I make a difference?"

Today's youth have heard much said about their future. They have been told that they should not expect to live as comfortably as their parents, that the cost of college tuition may be beyond the reach of them and their children, and that our planet will continue to suffer from years of environmental neglect. They are even told they shouldn't expect to receive their Social Security benefits when they become senior citizens.

We speak of their future almost in the abstract. But for them it is real—there is nothing abstract about it. It is their future.

They want so desperately to take hold of their destiny and demonstrate, the naysayers notwithstanding, that their future can be bright and prosperous.

Their parents have expressed a willingness to make sacrifices to reduce our spiraling budget deficits—but young Americans with no income cannot contribute to this effort.

Still, there is so much they can do—all they need is the opportunity.

National service provides this opportunity. We have the ability to harness the tremendous enthusiasm and energy of our young people and help channel it in so many worthy directions.

The President's proposal recognizes the pent-up desire of our young people. Just as importantly, it recognizes the considerable need for the services our young people are so anxious to provide.

Whether it's teaching a child to read in Los Angeles, conducting drug-education workshops in Detroit, repairing the home of a low-income resident in Chicago, cleaning the shores of the Chesapeake Bay or the banks of the Mississippi River, caring for the elderly woman in Phoenix, aiding the victims of a hurricane in Miami or organizing citizen crime stoppers in Bridgeport, Connecticut, there is much to be done.

My Peace Corps experience changed my life. To this day, I continue to benefit from the values and lessons I learned during my service. But not only did I benefit, so did the hundreds of people I came in contact with.

There is something magical and inspirational about serving others. Provide today's youth with more opportunity to serve and they will invigorate our Nation and lift up the world.

I am proud to be one of 19 Republican original cosponsors of the President's National Service bill. This bill is well thought out. And if I didn't know differently, I would have thought a Republican administration drafted it.

The President's plan does not create a large, centralized bureaucracy. In fact, it disperses most of the authority to State and local organizations, empowering them to make decisions and direct resources to meet their particular needs.

With two-thirds of the grant money available to State corporations, the bill ensures most of the funding decisions will be made by those who know where the needs are, what programs will address the needs, and how best to allocate the limited resources available.

Setting up the infrastructure in this fashion—somewhat similar to the Corporation for Public Broadcasting—allows for enough centralized control and oversight, with sufficient room for State autonomy and programmatic flexibility.

The proposal also capitalizes on the vast array of existing service organizations. By combining the Commission on National and Community Service and ACTION into one corporation, this plan will harness the energies and ideas of these two successful Federal agencies. Private sector non-profit organizations like Youth Service America, City Year in Boston and local conservation corps will be in line to receive programming funds and become eligible to host national service volunteers.

As for the cost, I speak as a strong fiscal conservative, hesitant to break ground on any new funding program. But the fact is, national service is one of the wisest and least costly investments our government can make. And the payback is tremendous.

Not only is this an investment in human capital—our most valuable resource—but it is an investment in our most precious of human capital—our children.

It should be noted this legislation does not authorize a specific level of funding for future years. It provides "such sums as necessary." This means each year funding will be appropriated based on the past year's success and the ability of the program to support increased funding.

Programs will include clearly established goals, and progress toward these goals will be measured when determining if continued or increased funding is merited.

All Federal programs should be subject to such a rigorous review process.

While the Federal Government provides the majority of funding to support national service participants, sponsor organizations are required to contribute a share of the costs. Requiring matching funds is crucial to running a successful program. If the grant recipient makes no contribution, then no financial incentive exists to ensure sound and effective operation of the program.

Lastly, this legislation, through the budget review process and creation of an Inspector General, includes strong measures to guard against fraud and abuse.

I believe the President's National Service Trust Act will be highly successful, and that we will look back on this program with a profound sense of pride. The fruits of our labor today will benefit generations to come.

The President's proposal will tap the energies, aspirations and ideals of our young people to help meet the needs of our communities, State, and Nation. It will enable them to make a difference, encourage them to take charge of their own futures and end the culture of victimization which seems so prevalent in our society today.

These goals and this initiative are not Republican or Democratic, liberal or conservative—they are simply sound concepts based on fundamental American values.

I thank the committee and look forward to helping you enact this very important legislation into law.

**Chairman FORD. Mr. Goodling.**

**Mr. GOODLING.** I really don't have any questions, Mr. Chairman, just to say that I don't have any problem with the concept. The concept is as old as the hills. I guess this is a follow-up to President Bush's call for all citizens to engage in service to their Nation and their community.

We've done it with NDEA loans, depending where they would go and where they would serve. My problem with the whole legislation is you talk about \$15,000 to \$20,000 per person, 25,000 people, we have over three million that are depending on student loans and grants. We have no way of determining whether people in need receive this money. It could be the wealthiest kids—or from the wealthiest families in the country.

Like my colleague, Mr. McCurdy, said, yes, I would take the money and put it into Pell Grants, or to the student loan programs, to make sure the neediest in the country get that opportunity. I prefer to have some program—my colleague, Mr. Shays, indicated something about going into Center Cities and cleaning up and doing things of that nature. I would much rather have a program to get those people in Center Cities to do the cleaning up, not having somebody come in from elsewhere to do that kind of thing.

So again, I don't have any problem with the concept. If we have that kind of money I sure wish we would get it out there to those most in need, and at the least expensive cost. You know, it is sort of a slap in the face to the GIs because I think these folks get about twice as much as you do if you go serve 3 years in the service, and that's a—

Chairman FORD. Less.

Mr. GOODLING. They get less? I don't know how you figure that.  
Mr. McCURDY. That's correct.

Chairman FORD. We have aligned the award to satisfy the GIs. That's why the chairman of the Veterans Committee is a cosponsor of the bill.

Mr. GOODLING. You get \$4,200 per year as a GI? I think you get \$5,000 a year in this program. So it seems to me you get more.

Chairman FORD. No. I don't know whose numbers those are, but—

Mr. McCURDY. Mr. Chairman—

Mr. GOODLING. Three years of serving in the military service is 3 pretty tough years.

Chairman FORD. I believe that Mr. McCurdy was part of the negotiations with the Veterans on this. Do you want to respond?

Mr. McCURDY. Mr. Chairman, I appreciate that. And I appreciate the gentleman's concern, and years ago when Senator Nunn and I proposed a national service program as both members of the Armed Services Committee, and as members who are very much in tune with the all voluntary force and the concerns there, we have worked with the Veterans groups for some time.

The amount of the post service benefit actually was reduced in negotiation, based on negotiations with the veterans group from \$6,500 to \$5,000. So I think that was a very significant change. We're talking now of \$10,000 as being the potential.

Now, if you want to include the stipends that might be provided by the local community with some government support, it does add to the cost. However, when you look at the benefits that we provide for the military and for veterans, I think when you compare them this is, indeed, less than the total of the GI bill.

And the Chairman was correct citing Congressman Montgomery—General Montgomery—Chairman Montgomery—who is probably viewed by most as not only the leader on National Guard issues, but also veterans issues. In the Congress we've participated and actually helped formulate those with the administration, and we were able to arrive at these figures.

Mr. GOODLING. Well, I'm glad for all of that information. I, again, stand by my statement, you serve 3 years, 24 hours a day, 7 days a week, 52 weeks a year. When you are in the service you pay a portion into the program and it would take more than smoke and mir-

rors to show me that you somehow or other aren't doing better by serving in this program than serving in the military service.

I have no other comments. I realize it's motherhood and ice cream and apple pie, and so you don't mess with motherhood, ice cream and apple pie.

Chairman FORD. I empathize with my friend Bill, trying to be the loyal opposition, and I'm sorry that he's focusing on the dollars spent, rather than what we get for our investment.

Both of you gentlemen started your testimony by referring to American statesmen. You, Mr. McCurdy, talked about Jefferson calling for this kind of concern on the part of American citizens. And Representative Shays recalled for many of us how John Kennedy turned on a whole generation to the idea that there was a concept of giving one's self to service that in and of itself had a reward.

The gentleman from Pennsylvania has just illustrated what I've been bumping into. People say, "How much are you going to pay for each job?" Are they going to get minimum wage? Many people concentrate on it as if we were passing another CETA program, or a program to provide summer jobs, or a leaf raking program to give kids money to go to college.

It's not any of those things. And the thing that distinguishes it, in my mind, seems to be what both of you gentlemen pointed to at the outset of your statements. We are trying to kindle a spark in this generation to understand that you can give of your own time and efforts and do something worthwhile.

We won't do that if we let slots be used up for leaf raking, for painting park benches, and for other things that mayors would like to do to save their own budgets. But we will succeed if we let these people go out to teach children that need remediation and tutoring to catch up with their peers before they go back to school this fall.

If we work with battered women in battered women's shelters and family shelters, and let those doing national service get a taste of actually interacting with people who need them in a way that gives them self-satisfaction, then I suspect that just as the Peace Corps gave us some of the people most committed to aiding our own society when they came back from overseas, this program could give us the next wave of really committed social workers, teachers, law enforcement personnel, and drug rehabilitation practitioners. These are the kind of people that would take on those programs without regard to salaries. Everyone knows we don't pay anybody in any of those categories big wages in this country.

Would you like to amplify my remarks as I tried to distinguish this proposal from a CETA-type program in which we say to mayors we'll give you X dollars and you can put Y people to work for Z weeks, and as a result you can save so much money on your budget.

Mr. McCURDY. Yes, Mr. Chairman. First of all—and Mr. Shays mentioned this—the emphasis is to have as much of the management of the program at the local and community level. We don't want a big Federal bureaucracy. And in the legislation—and one of the core principles throughout the consideration of national service is that meaningful service must be performed. Anyone that has been involved with these actual programs that we are going to

hear about, and you will hear from these fine young people who have been participating, will testify that it only succeeds when there is meaningful work.

So it's a requirement, it has to be meaningful service. If it's not, then we should not provide funding. And that's something that the corporation will be governing this will be one of their criteria for selecting grant recipients.

One of the points that was made earlier is about Pell Grants and I just want to make—those are important, but I want to make one distinction. This is both pre- and post-college. Fifty percent of young Americans don't go to college. What about the forgotten half? What opportunities do they have?

If they work in a service program, if they learn some life management skills, if they develop some discipline—and you'll hear that testified to later—then they're better prepared to go on, to either maybe go on to education, or to vo-tech training, or to some kind of job training.

And if you've been in these facilities, if you've been out with young people the way some of us have for years now, in Boston's City Year program and others, there are ingredients to this that you can't measure. The diversity in service programs are having a positive effect on young people. Quite frankly—and I'm not as worried as some, that some of these participants may be wealthy. And they don't need the \$5,000.

But I tell you, that's not bad when you have, as we saw in Boston, a Latino gang member—former Latino gang member working with a graduate of Exeter, cleaning up the environment, doing calisthenics in the morning, getting to know each other, and both coming away with a better understanding of what it is to be a part of the community. That's what is a benefit.

We can measure the benefit in payment, but let me tell you, the benefit is these young people. They gain as much from the service as perhaps, the people that receive the service. And that's a measure that you just can't always quantify.

So I just think that we shouldn't forget the important ingredient—and there is a certain idealism here, and I think that is an important factor.

Chairman FORD. Thank you. Mr. Shays.

Mr. SHAYS. My staff and I spent a year working on an urban Marshall Plan, and we came up with seven proposals, not to bail out cities, but to rebuild them. And the centerpiece was getting businesses to come back into our urban areas to create jobs and to pay taxes. But one of those seven provisions was a national service bill, because we realized there is just an incredible untapped source of individuals ready to serve, with not the opportunity.

What we envisioned in this plan was, for instance, the ability to set up a literacy corps in our urban schools for first and second grade students. So you would have a literacy corps volunteer in every first and second grade classroom to teach young people how to read. And they would not be, as my colleague points out, necessarily college graduates. They could be high school graduates.

The interaction between a high school student and a first and second grade student is unbelievable. My daughter—I tell her to jump, she may jump. A senior comes into class and tells her to

jump, and she jumps twice. I mean, we have got to capitalize on this incredible resource out there. It's not apple pie, it's not motherhood, it's just sound common sense, and it's not costly.

I just have to say to you that there is a sense almost of cynicism, and this is the whole point of this program, to lift us above this cynicism. If this program doesn't work out the way I think it should and will, it's not maybe going to go to 100,000. But I also want to say, you know, you have rich people in the military, too, who get benefits.

And I'd like to say to you I was middle income. If you had said the only way you can go in the Peace Corps is if you were poor, it wasn't a welfare program. This is not a welfare program. But it's designed so that those on welfare aren't left out. Those who don't have a great education aren't left out. And it is going to interact all of us together. I just would encourage you if you have problems with some of the specifics of the program, then make amendments to change the program. But don't can the whole idea based on one or two problems you may have with it.

I just conclude by saying to you I have found the White House extraordinarily willing to listen to criticism, to respond to it, to make changes—whether you're Republican or Democrat. They have been very responsive to any Republican who has wanted to call up about this bill and to make those suggestive changes, and we feel we have had impact.

So I just encourage you to have that same dialogue. Don't give up on this program, it is going to make a difference in this Nation.

Chairman FORD. Mr. Petri.

Mr. PETRI. I'd like to thank my colleagues for coming here, and for their concern about this. It's my own observation that we're really not inventing volunteerism here today.

One of the things that is unique about our country is that we don't have just a private sector and a public sector, we have an enormous buffer sector already out there of tens of millions of Americans who volunteer their time and their treasure to help other Americans. That's how this country was founded, because people existed in many of the areas of our country before government did. They established communities and did it through helping each other.

I'm concerned that as government intrudes into volunteerism we may subvert that spirit by subsidizing and by paying and by regulating the spirit of volunteerism in America in such a way that we increase, rather than reduce, cynicism.

So, in that regard—we've done this before. I think we have 24 existing Federal programs directed toward supporting and helping people volunteer in one way or in another. Volunteers In Service To Americans [VISTA] is well known, it has existed for many years. The Peace Corps has also been mentioned.

How were the benefit levels under this program determined, and why are they higher than under existing volunteer programs like VISTA and the Peace Corps? Do you feel people are less willing to volunteer today and they need more money? What is the rationale for that?

Mr. SHAYS. I can answer that question. As a Peace Corps volunteer I was paid basically what amounted to the minimum wage in that country. That's what we're going to do in this country.

So then the next question is, what was set aside for me. What was set aside for me was \$750 a year. By the time I got back home and realized I couldn't fit into the suits I had stored for 2 years, and realized that all the underwear that I cleaned on rocks I couldn't use anymore, I had fitted out my clothes.

Now, I would have joined the Peace Corps anyway, but I can tell you it would have been very helpful to have had some ability, a set aside so I could have furthered my education. When I went on to graduate school I ended up with a tremendous amount of debt.

Nobody is going to go into this program because they get the minimum wage. Nobody, in my judgment, is going to go into the program so that they get just \$5,000. They're going to go into this program because they want to serve, and they're not going to be penalized for it in the process. There is no way in my mind, Congressman Petri, that I think that this bill would circumvent volunteerism. I think it will excite people to volunteer more.

And I would make a point to you, one of the programs, for instance, is to have volunteers, paid volunteers go into a school system and energize all the young people to be volunteers who will not get minimum wage and who will not get an educational grant when they're done. But we will excite many more young people to participate.

Mr. PETRI. Millions of Americans, rich and poor, are volunteering today without these benefits. Have you established any guidelines for determining which individuals will be selected to qualify as volunteers if more apply than there are slots available? Will it be done on a basis of income or age or experience or a lottery, or will it be determined bureaucratically by the people that the government designates to make those determinations?

Mr. SHAYS. Let me just say one thing. The one thing is, this is not a bureaucratic program. This is a program that is going to have State commissions, it is going to be able to have—some communities may have their own volunteer program that doesn't go beyond that community. And it will depend on the individual program. It will depend in many different ways. Those regulations haven't been written because it shouldn't be part of legislation.

But the beauty of this program—and it should have tremendous appeal particularly to Republicans—this is a bill that decentralizes the whole system, and makes sure that it can be flexible. It may be different in Wisconsin than it is in Connecticut. But it has, still, a national council to make sure the real strange and outrageous program doesn't get funded.

Mr. PETRI. Well, I'm concerned that when we're conferring considerable monetary benefits on individuals under the guise of volunteerism, we could get into some of the problems that we got into under CETA and other Federal programs in the past.

I have one other question. A lot of volunteerism today in America is done with government support in the sense of a qualified tax deduction by religious organizations. Will these volunteers be able to work in religious sponsored charitable activities, or will they

only be able to work in religious sponsored charitable activities if the religious content is reduced or eliminated.

**Mr. McCURDY.** Mr. Petri, the servers will be able to participate in a program, as you indicated, as long as they're not proselytizing or participating in religious activities. So as long as it's an altruistic community type of program and meets the criteria of the local screening group, then there is no discrimination against them.

Let me just make one comment, if I may. I say that in my opening statement, but I think we're mixing apples and oranges a little bit. We're not talking about volunteerism, we're talking about service. We're talking about full-time service, young people giving their lives in a specific area for an extended period of time. We're not talking about the tremendous volunteering spirit that we have in the country today. I look around this room and I know people here are so busy volunteering. Over here is a woman in my church who coached my daughter in softball. And you name five other activities, that she's probably involved in as well.

We're not competing with that. What we're trying to do is reach out to a segment of society that has not been necessarily reached, the 50 percent of the kids who don't go to college. Those who go to college but would like to go into some activity that may not provide as much money as needed to pay college debt. They're forced because of the loans and debt they have coming out of college, you know, or tempted to go into the accounting firm, or whatever, as opposed to maybe doing something that is not as financially rewarding. That's the spirit. We're trying to find the mix.

And again, heavy reliance on the private voluntary organizations. As you recall, we had a pilot program on national service—

**Mr. PETRI.** I realize that. But if you're trying to reach out to those people, why don't you give them priority in being selected?

**Mr. McCURDY.** Priority? Well, again, the local—

**Mr. PETRI.** If more people—

**Mr. McCURDY.** Because we don't want a Federal mandate. We want the mix, we want the local communities to determine that. Again, I would encourage people if they have time, go to the Washington based program here, or go to Boston's City Year program. Look at some of these that have actually been working.

The pilot programs that have been out there, that got support in the last bill and the National Service Commission that reviewed these is trying to build on those programs that have succeeded. And in some areas, one criteria may work better than others.

But let's not penalize a Boston City Year for mixing the kid from Exeter and the Latino kid who used to be a member of the gang; or the young black single mother that I met with, who said that if she hadn't had this program she would be confined, she thinks, to welfare, and that this has given her some skills and some vision and hope that she didn't have before.

Those are testimonies that are hard for me to convey. But until you see them, until you actually go see them I think you don't see the real benefit and the impact.

**Chairman FORD.** I would like to assure the gentleman from Wisconsin that this committee will have oversight responsibility as we move ever so carefully into this program. And the first time that

this member sees CETA-type jobs being passed out out there, we're going to blow the whistle. I can give the gentleman that assurance.

I don't picture this as being a new, rounded off version of CETA at all. I picture it in an entirely different way. Only the Peace Corps comes close in my mind as a comparison of what this program is intended to achieve. We'll be watching very carefully to make sure that nobody in Washington dictates and takes the element of service out of it.

Mr. Miller.

Mr. MILLER of California. Thank you, Mr. Chairman. I want to commend you, Chris, David, and the administration for this legislation. It's almost a surreal experience to listen to the questions you've been asked, or the challenges to this proposal based upon a stipend, or the notion that this is going to crowd out volunteerism. It's not big enough to be effective, but it's so big it's going to crowd out volunteerism. I don't think you can answer those questions.

This isn't volunteerism, as you said, this is about a job in service. The genius of the program, hopefully, is to attract people from all across the American experience, and to make service an American experience. David, as you have so eloquently pointed out, part of this concept is transmitting across all of our cultural and neighborhood lines the various values, cultural and experiential base of all of the participants.

Perhaps my colleagues on the other side haven't spent time with people in these programs and the people served by these programs, but I would certainly welcome them to come visit the people waiting to get into the California Conservation Corps and the alumni of that Corps and the community served; or the San Francisco Conservation Corps, the City Year programs, and to meet these people and the people upon whom they've had an impact, with shared experiences and knowledge. This is a fantastic investment.

I appreciate that we're going to pay people more than VISTA, but the past administration wouldn't support VISTA when we were paying people less. I sat as a member of this committee when it was a goal in the past administrations to absolutely emasculate VISTA, to destroy it, to take away its slots, and to take away its involvement with the poor communities. Because they weren't interested in seeing poor communities be empowered by people coming with skills and talent and organizing abilities.

But they could never refute the leverage that a VISTA volunteer brought to that community and the organizational aspects that those people contributed to those communities—the people that they brought to help the community, to organize the community, and to provide services in the community.

But they didn't like the program when it was less expensive. They didn't like the program when it wasn't involved in as many items. I think that we have to keep our eye on the ball. The genius of this program is to make this a national experience, and the genius of this program is that you didn't try to create it in Washington, DC. You're borrowing success from many people and communities that were concerned and interested in their communities to create these efforts. Or governors that were concerned about young people and their States and their communities, or the resources of their States.

We're borrowing their success. We're hoping to be able to add a few more people to their success. We could have increased the Federal bureaucracy with a new program and renamed it, but the genius is that we're not doing that. We're providing some accommodation, if you will, for people who are the pioneers in this field. People like B. T. Collins from California, a person loved and admired by liberals, conservatives, Democrats, and Republicans. He served them all: Governor Wilson, Governor Brown, and then in his own seat.

But everybody remembers what he did with the California Conservation Corps, and the esprit de corps that he gave young people in service. That's what we're trying to build and bank on here. And this discussion of whether it's more or less money than the National Guard, or who works harder or serves harder, is irrelevant, there are many people in this service program who don't go home at 5 o'clock. There are many fires that start at 2 o'clock in the morning. There are many floods that happen and don't end at the end of the workday. I think that if you ask the young people involved in these programs, they would say that this is a job, this is service, this is a commitment. There should be a stipend that goes along with it.

David, you and I have battled over this program. When you first came to this committee you and I disagreed about this. But I think that you have—

Mr. McCURDY. I have a copy of the transcript—

Mr. MILLER of California. No, no, don't read the old transcripts.

[Laughter.]

Mr. MILLER of California. But you've expanded the horizons of this program so we do get a mix. Hopefully, we will get PhDs, and we will get people who have no interest in college, but an interest in service or an interest in training. Our society has become more and more segregated, more and more segmented, more and more remote. And hopefully we can get to 100,000 people. We'll have ambassadors from one community to another, and working both ways. That's the American experience.

Mr. Chairman, I think we ought to move this bill as quickly as we can. We have to give the young people a chance, and give the communities a chance—a second chance, unfortunately, in many cases, because it's needed.

Thank you very much, both of you, for all of your work and your effort. I've been down to the White House with members of this committee, both Republicans and Democrats, talking about this. They've been most receptive in listening to people's ideas about this program.

Thank you.

Mr. McCURDY. Mr. Chairman, if I could make just one comment. I was teasing George, I don't actually have a copy of that transcript from that original hearing. He was in my face, as were most members of the committee, but I think the value of this bill today is the fact that it has the support of the principal author, the Chairman, members of the committee, Mr. Miller, Mr. Gunderson, Democrats, Republicans, liberals, conservatives.

It has taken a number of years to get us to the point where we have risen above the parochial concerns, the partisan concerns,

and the ideological concerns. We have a President who is committed, we know we have a bipartisan coalition. This rises above. This is talking about values and trying to raise the sense of community in America. And that's why I think it will be successful.

And the fact that we do have this coalition, the fact that they've been willing—the administration, Mr. Segal, who has been the director of this program, who has been superb throughout this, and others, I think can guarantee its success. We have to monitor it, we have to oversee it, we have to watch it, we have to guard against abuses—and there will be some probably, they will be exceptional cases.

But I think overall let us give it an opportunity and then let's bring these young people up here after a few years and have them tell us about the value of their experience and service, and potentially some of those people that they served as well.

Thank you for your comments.

Chairman FORD. Mr. Gunderson.

Mr. GUNDERSON. Well, thank you, Mr. Chairman, and thank both of you for your statements and your—

Chairman FORD. I would appreciate it if you would yield for a minute. I want to make note of the fact that Mr. Gunderson was one of the very first people to move forward on supporting this legislation in the committee. A question was asked of me by another member of his party why his name was so far down on the list of cosponsors. The fact is that this bill has received an extraordinary amount of support this year. Of all the President's proposals, this is the first one where we have people calling us and getting in line to be cosponsors.

I had to fall back on the old fashioned tradition of listing majority members first, followed by minority members. The position of Mr. Gunderson's name on the front page is no way appropriate to the amount of influence he's had in getting us to this point and the influence he will have. I consider him to be, very frankly, Mr. Shays, with no intent to diminish the quality of your great effort, I look to Mr. Gunderson to be the lead Republican on this legislation as we move it.

Thank you.

Mr. GUNDERSON. Well thank you very much, Mr. Chairman. I told my colleagues over here I hope your comments aren't taken out of my time.

[Laughter.]

Mr. GUNDERSON. I want to make a comment, and then I do want to ask a question, because I want to follow up with what the Chairman has said. At the risk, very frankly, of losing some of my Democratic colleague's and Secretary Babbitt's support for this package, I want to share with my Republican colleagues how dramatically this bill has moved in what I believe is a bipartisan way.

I find it very difficult to suggest, that at a time when we are cutting \$30 billion annually in military service, we somehow can't afford \$400 million for national service. I mean, contrast those two numbers for a second.

When we are talking about national service, we are doing a very Republican thing, if I may suggest. We are giving young people educational benefits, not cash. Second, if we are looking at this as a

student financial aid program, we are doing something very Republican. We are saying you have to work for your educational stipend. You are not just going to get an automatic grant for nothing.

Third, we have done a very Republican thing in the area of bureaucracy. We have said, let's have State and local control instead of having Federal income-dependent qualifying formulas.

Fourth, in terms of spending, this bill now talks about such sums based on what the budget will allow, not a \$7.4 billion entitlement as was originally proposed.

I just think we need to take a look at this bill as it is introduced, not as the concept was discussed 4 or 5 years ago, or a year ago in the campaign. We have made dramatic progress at making this bipartisan.

Dave, if you could, could you for the record, share with us some of the changes in this bill that have evolved over the last 6 months? Whether you want to do it now verbally, or for the record, I think it is important for people to know how much this has changed as you have tried to work out a bipartisan compromise.

**Mr. McCURDY.** Just to quickly—I think you did a very good job in raising some of those. Perhaps the most visible one, and it was very visible, was the reduction of the post service education award from around \$6,500, almost \$7,000, to \$5,000 for each term of service.

That created some pain. Senator Nunn and I both were somewhat hesitant because we've always wanted this to be a generous program, but in order to address the concerns of our Republican colleagues and also some within the veteran community, we thought it was worth the change.

I think as it has evolved, it is much tighter; it is not a flat sum within the budget. It is an annual appropriation and authorization. We have to come back and justify it. Even the amount of money in the start up years—there is no guarantee that that would be totally used because you have to phase it in, and you have to build on it.

If it doesn't catch on, then we will have savings. Now, if it catches on like wildfire, which is a real possibility, then we may actually see greater benefits to society as a whole.

There were a number of changes. I will provide a complete list. The administration is here. I just turned and saw the Secretary behind me. I didn't realize. I was focusing on the committee and I didn't look behind.

I want to cut down as much as I can my appearance because I think Secretary Babbitt is the person you need to hear from on these details. With that, I will hold back.

**Chairman FORD.** Mr. Martinez.

**Mr. MARTINEZ.** Thank you, Mr. Chairman.

First of all, let me also commend Mr. McCurdy and you, Chris, for the work you have done on this, and Steve Gunderson for his support of this bill.

When he was talking about the bill, if I weren't such a bipartisan person, I'd have to withdraw my name from this Republican bill.

We talk a lot about bipartisanship and I think we have really come together in a bipartisan effort to support this bill. It is funny how a lot of us in our various activities come to the same conclu-

sions for the same reasons because that basic reason is the truth; it works.

You mentioned your study group and the work you had done in looking at these. I remember a couple of years back we held, when I was chairman of the Subcommittee on Employment Opportunities, quite a few hearings throughout the country on this kind of service.

We visited the Urban Conservation Corps in San Francisco and Oakland, those were the first two in the country. They grew like wildfire because they were successful there. Pretty soon LA and New York had one. We held hearings in LA. We held hearings in New York, and we visited the sites.

Wherever we visited the sites we found that people's lives were being changed. And to this, I would like to address myself to Mr. Goodling and his concern. It seems like at first that it costs money.

Mr. McCurdy, in his testimony reviewed instances where it doesn't cost us money, where it is an investment that returns to us. I would like to suggest to him that this is one of those, simply in the way it changes people's lives.

I have seen people in these conservation corps, and you talked earlier about the gang member who would be able to participate in this, and I'm very familiar with gang members and gang neighborhoods. I grew up in one, so I understand how for years and years there was very little alternative to this young person, man or woman, to change their lives. There weren't the kind of choices they could make—

Mr. GOODLING. Would the gentleman yield?

Mr. MARTINEZ. Yes.

Mr. GOODLING. Since my name was mentioned, the strongest supporter in the Congress, probably, during the last two administrations, has been this gentleman to save Job Corps, and that is where I would put this money also, to those who are truly in need, not to somebody who may be the wealthiest kid in town.

Mr. MARTINEZ. That is commendable. I did not mention Job Corps, however. I mentioned Urban Conservation Corps, and there is a difference. And I would commend the gentleman for his support of Job Corps. I think that is one of the most vital programs we have. Every study has shown that that, like the others that Mr. McCurdy has mentioned, had returned dollars to us.

For every dollar invested in Job Corps, we get somewhere between \$1.48 or \$1.57, depending on whose study you want to believe. That is a commendable project, but this is very much like it, but it goes beyond Job Corps, because Job Corps is a very limited program, to a very limited number of people. It has age restrictions in it. The biggest portion of it is a residency kind of a program, where this extends to everyone.

What I started to say was, where you find the changes in people's lives, the same as you do in Job Corps, you find that people who might not have ended up in a worthwhile position, contributing to the community, do—where he might have otherwise ended up incarcerated someplace.

Over 50 percent of the kids who went to grammar school with me did not graduate from high school. I think this bill is an opportunity to change a lot of those facts.

Not too long ago Major Owens authored a bill that was an effort to curtail high school dropouts. I think his bill was commendable, and it goes a long way to doing that, but this is an added factor to that. I believe that everything we do in this vein is adding to the potential success of those individuals who might not have otherwise achieved success.

Now, we may reach a lot of other people in the middle class and provide them with opportunities. The escalating cost of college is getting beyond their grasp also.

So, when we reach that cross-section of the society that we do, I think it is a very commendable bill, and I think we all ought to be supporting it for all of those reasons.

I would like to ask you one question, Mr. McCurdy, because here we have as George Miller mentioned not necessarily a volunteer program, but a stipend program. Chris had mentioned nobody was going to get into this for that small stipend.

We have other examples of stipend programs—the VISTA programs, the older Americans volunteer program and the grandparents program. These people that are getting into it are given a little stipend, but 90 percent of them are not really there for that stipend. They're really volunteering.

I would like to set a more or less pattern of thought here that where they are getting a stipend, it is still volunteering. Let me tell you why.

You know, when you involve yourself in community service, it goes beyond the community service that you provide at that time. Later on in life, and there are some Conservation Corps members over there, and I can guarantee you that every one of them, later in life, as they pass projects they worked on, will point to someone with them and say, "I worked on that. We did that." Or some major effort in the community, to save a hillside or to put out a fire and save forests—they will always remember that and relate to that for the rest of their lives.

That is the thing about Peace Corps participants. There may be, but I have never met any, a Peace Corps participant who wasn't so enthused about community service from that experience, that all his life he was involved in his community and activities.

I would just like you to respond to that.

Mr. McCURDY. I would only respond that I agree with my colleague and I think you made a very excellent point.

One thought came to my mind as you were speaking about the opportunities for people who do not have the advantages, apparent advantages, in this country, is that if you had a program such as national service—and as we look at where the gap is occurring in educational opportunities for Americans for today—you could help fill the gap by providing educational opportunity.

In addition to Armed Services I'm on the Science, Space and Technology Committee. It astounds me that we win the Nobel Prizes for these remarkable discoveries around the world and yet it appears that other countries, such as Japan, win a lot of the market share.

We have a gap between the research facility and the workbench. To shrink the gap we need a youth apprenticeship program in addi-

tion to a national service program so that we actually can have the skills development, but that may be down the road.

I don't want to bring any opposition to the national service program based on some other approach down the road, but I think it is important that we understand that we are providing some basic skills through both national service and youth apprenticeship.

There was a lot of debate when we had hearings around with the commission, and I went to some of the commission hearings in other parts of the country. A lot of people say, well, we ought to send them all to boot camp and the rest, but I think the idea, again, is having discipline, and giving people a leg up. Jim Brown, the former football player, actor, movie star, was at one of the commission meetings.

It was a very moving experience to be there. We were in a small church here in Washington, DC, in northeast Washington. And there were some young people there, some young African-American males who were very hostile, very upset. And there were some mothers of victims of gang violence.

Jim Brown made a comment to me that will stick with me forever. He said, we need to do what we are trying to do with these gang members, that is give them some life management skills—this is not a direct quote. Management skills—just understand about life, what you need to be able to do to cope and succeed and to get along with others.

I think that is a big part of this. It is not in the legislation, but I think it is something that will come out of it.

Mr. MARTINEZ. I agree. Thank you, Mr. Chairman.

Chairman FORD. Mrs. Roukema.

Mrs. ROUKEMA. Thank you, Mr. Chairman.

I find myself in the difficult position here of looking at two of my colleagues with whom I've had mostly agreements over the years, and extraordinary respect, but I have to express my disagreement on this particular subject—although not in concept.

After all, if I had my way, I'd have community service as a requirement for graduation. I would go that far. I think the utility of it—there is no question about it—is there for every socioeconomic group in the country; and, certainly it has social benefits.

But I have to oppose this proposal, and let me lay out the two reasons why, and then you can respond if you like. In the first place, there is no question about it, if we set this proposal up, we are laying the groundwork for an entitlement. Now, it may be a capped entitlement, and it is capped very tightly initially, as Mr. Goodling has pointed out, benefiting very few students, but there is no question but that you are setting the groundwork for an entitlement.

This is an excruciating and agonizing decision to make here at this particular point in time, the same week we are going to have to determine whether or not we are going to cap other entitlement programs because of our extraordinary deficit problem and because of the strains on our—the pressures on taxes and raising taxes.

How can we really conceive of creating this new entitlement program at this point in time?

Secondly, I don't understand why we've chosen to set up a new program that—pardon the analogy, but it has too many similarities

to the old CETA program. Put that aside. But, we are setting up a new program rather than using the work study program as the core of it and the basis for expanding a program, if we wanted to increase spending.

It would seem to me that there would be utility in using the work study program as the basis for an expanded community service program.

Of the colleges with whom I have spoken, and academic leaders, many of them agree with me on this aspect of it, the idea of work study programs. Would either of you like to comment on either of those two questions?

Mr. SHAYS. Thank you. I want to express my tremendous admiration for you, Congresswoman, and it saddens me that we are on different sides of this issue.

First let me address the issue of entitlement. It simply is not an entitlement. With all due respect, it is unfair for you, I think, to categorize it that way. This is an authorization that you are considering.

It goes to the Appropriations Committee; it doesn't go to the Ways and Means Committee. The sums have to be voted out each year in the Appropriations Committee, not the Ways and Means Committee. No individual has a right to be a part of this program. It is not a right like food stamps.

If somebody sought to make it an entitlement program, I would strongly oppose that because it should be what it is, an appropriated item.

Secondly, I don't know how anyone here can make the analogy of a CETA program to this program. Maybe you sense it could go that way. This is not a program that is for those who provide the service. I call them volunteers, but they are providing a service. They are not people of a particular income, nor should they be.

They are not people that necessarily have a lack of skills or that need to be trained for something. It is not a make-work program. It has no similarity at all to CETA, and I think it does disservice, whether you vote against it or not, a disservice to think of it that way.

I mean because we have programs right now that are part and will be part of this national service bill that have nothing to do with CETA. They are in Washington, DC right now.

Mrs. ROUKEMA. This criticism that I've heard at the local level, only to the—and people who were around during CETA. I was not around. I came in at the time CETA was repealed.

But, only to the extent that there is an extraordinary latitude and discretion given at the local level for completely arbitrary selection procedures, that are similar to the same things that CETA did—just a moment.

And even my most liberal newspapers in New Jersey have recognized that there is a potential here for political patronage job allocations and potential for boondoggle, because of the fact that there are no eligibility requirements. It was in that sense that the comparison at the local level was made.

I don't think the CETA question is at the heart of it. I think the other issues are more relevant.

Chairman FORD. I hate to interrupt the gentlelady, but you've finally awakened me to the fact that we have the administration's witness sitting here, a member of the Cabinet. These two gentlemen who are sort of volunteers in this effort, doing their public service, are being asked the questions that ought to be asked of the administration.

Mrs. ROUKEMA. That's fine.

Chairman FORD. They are not here this morning to defend the administration's position. They are here to try to help us understand where they come from in supporting national service. I don't think it is quite fair to them or to the rest of the committee to pursue the questions that should be addressed to Mr. Babbitt.

If there is no objection, as much as we enjoy seeing you two gentlemen here—I'm supposed to be at the White House right now. I have missed that. I'd like to get to Mr. Babbitt.

Just for the record, I would like the gentlewoman from New Jersey, for the record, to supply in the record where this is an entitlement program.

Mrs. ROUKEMA. I'd be happy to do that.

Mr. McCURDY. I'd like to see it.

Mrs. ROUKEMA. Okay. Mr. Chairman, I agree with you. I was surprised to find when I returned that our colleagues are still here. I thought we would be on Mr. Babbitt. You are absolutely correct.

Chairman FORD. Mr. Shays.

Mr. SHAYS. I would just like to say, Mr. Chairman, that I know this committee deals with a lot of partisan issues and you can tend to get set off on even these issues. I hope that colleagues on both sides of the aisle will try to find some common ground.

I really believe, Congresswoman Roukema, that some of your concerns, if you believe them, you would want to vote against the bill. But, I think if you listen to the debate, notwithstanding what your papers may say, who may not know the bill as well as the experts who will follow us, that you might feel more comfortable with the legislation.

I just want to say to you, this is the one legislation that I've really felt an outreach on the part of the administration to find common ground. If we can't find even a way to support a bill like this with the administration, I think there is very little hope for us in dealing with a lot of other problems that are going to come before us.

I really hope that in the process we can all have an open mind on this and that the Democrats may find some suggestions made by the committee that they are willing to incorporate in the bill.

Mr. GOODLING. I would just correct what you said in relationship to a partisan committee. When it comes to education issues we are probably the least partisan committee in the Congress of the United States.

Mr. SHAYS. I hear you.

Chairman FORD. I thank the gentleman for saying that. I would observe that when the gentlelady started her comment that she hates to see people with whom she generally tends to agree on the other side, I was disappointed to realize that she wasn't talking about me, she was talking about you.

While the most recent exchange might not reveal that, the fact is that we do have a very, very compatible relationship on legislation that comes before this committee.

She started out convinced that our original family medical leave bill was defective and couldn't support it. Before we got through, she helped us change it and turned into one of the great champions to get that legislation passed—not once but three times.

So, she is a person who will give the bill another look as we go along. We make our case and we'll get Marge.

Mrs. ROUKEMA. Gee, now I've been rehabilitated all of a sudden. I'm sorry. On this one, it pains me, but this is the wrong time with the wrong bill. Sorry, Mr. Chairman.

Mr. McCURDY. Mr. Chairman, first of all I want to thank the committee for its indulgence, and all the members. To my good friend from New Jersey, she is a good friend, she and I have a distinction. We are the only two Members of Congress who are both married to psychiatrists, so I don't know what that says, but—

Mrs. ROUKEMA. It's good.

Mr. McCURDY. We at least know ourselves.

I take no back seat to anyone when it comes to trying to change the entitlement mentality in this country and our government. As a matter of fact, I've been rather visible in the last few days in trying to set some caps on entitlement spending.

This is not an entitlement bill. I am very much concerned about the description of this as volunteerism. It is not. It is a service bill. Or, that it is an entitlement. It is not an education loan bill. It is not a giveaway because a person must perform full- or part-time community service to be eligible for the benefits. It is not your traditional package.

We are trying to change the way we effect needs in this country. We are trying to generate and create a new paradigm as I said earlier. This is something that is a new approach. No more something for nothing. And by reaching out to my colleagues on both sides of the aisle, I think we have an opportunity to do that. I just wanted to make that last point. And I appreciate the gentlewoman.

Mrs. ROUKEMA. Thank you.

Chairman FORD. Mr. Secretary, the two people who preceded you there have in some instances aroused support for the position you are about to present and maybe provoked a little anxiety toward it as well.

You may proceed in any way you are most comfortable. We have your prepared statement which will be inserted in full at this point in the record. You may amplify it, emphasize it, or underscore anything that is in there. I hope to get to questions from the members as soon as possible.

#### **STATEMENT OF HON. BRUCE BABBITT, SECRETARY OF UNITED STATES DEPARTMENT OF THE INTERIOR**

Mr. BABBITT. Mr. Chairman, thank you very much. It's been a very good preparation session listening to all this exchange. I must say it is quite impressive to listen to the level of discussion and the amount of background and history that has gone into this. It has really been most helpful.

I would like to start with a brief personal word and then just go through several portions of my written testimony, if I may, very quickly, just to make sure that the facts are on the verbal record, if you will.

I come here today representing the administration, and I think mostly because of my personal experience with these issues. Back in the early 1960s I spent a time in the slums of Caracas in Venezuela, as a volunteer in an organization called Accion which was a predecessor of the Peace Corps.

Subsequent to that, in the Johnson administration, I spent several years on the VISTA program, both out on the ground in community action projects and then somewhat later in Washington working on community volunteer programs and training VISTA volunteers in an initial effort somewhat similar to what subsequently evolved as the Serve America Program.

During my time as governor of Arizona I was back into it once again in a variety of efforts including supporting an initiative by Karen English, which resulted in the successful establishment of the Arizona Conversation Corps.

More recently, during my tenure as Secretary, out on the ground with a number of these very impressive programs that are coming up around the country—with the Durham Corps down in North Carolina, the Washington Conversation Corps up in the Olympic Peninsula, and I have spent some time with the DC Service Corps right here in the District.

Out of all that evolutionary experience, I think my commitment to this concept is obvious. I would only add to what Mr. Martinez and several of the others have said and that is, at the core of all of this is the undeniable and incredible way in which this experience changes lives.

The volunteers themselves are never quite the same in terms of the deepening and manifestation of their commitment to community and to the ethic of service. The recipients of the service, their lives are changed in multifarious ways.

Even beyond that, the way in which communities are changed and quickened by the example that is provided by volunteers in their midst is, I think, a visible, palpable and really a remarkable phenomenon. If I were asked to characterize this evolution that we've had in this country through the Peace Corps, VISTA, Work Study, Serve America, the senior citizen programs, neighborhood youth corps, Job Corps—in all their manifestations it is this way that lives are touched and quickened by the concept of giving to other people.

If I may, I would just like to go through some of the basic facts that are in the legislation very briefly.

The President's request is for \$394 million for 1994, which is enough for about 25,000 participants. We expect to see 150,000 participants 4 years from now, but as has previously been indicated, that is a year-by-year assessment that will take place in the marketplace of appropriations and ideas. Ultimately the future of this program will be judged by its success, beginning with our initial effort in year one.

We have required clarity about the ends of national service, but offered a lot of flexibility about the means to achieve them. This

legislation creates incentives for excellence through essentially competitive mechanisms.

It does not build a bureaucracy. It recognizes the core of the success of these efforts and builds on local initiatives and existing efforts.

Now, in defining national service the Act states that service work must address unmet educational, environmental, human or public safety needs. That must improve the life of the participant by improving his or her skills offering meaningful service experiences and building a sense of citizenship, and that it must not displace existing workers.

In that definition, I think, is the core of the distinction between these concepts and CETA. In my career in this business, I've also administered as governor a number of CETA programs. The concept is entirely different. CETA was a job creation program.

It said to government bureaucracies, "Here is some more money to hire people to run Xerox machines, sweep halls, mow lawns, write legislation"—but it was pure job creation and it was subject to all of the strengths and weaknesses of job creation approaches. that is not what this is about. This is about service focussed at specified needs out there on the ground.

Now, beyond these factors the Act deals with three basic issues: who may participate, what programs will be supported, and what organizations will govern the process. And just briefly, a word about each of those.

Because the program embodies a renewed spirit of citizenship, it is designed to involve citizens regardless of race, age or income. Eligibility is broad, stipends and the awards are flexible. There is a lower age limit of 17, though youth corps programs can take out-of-school 16-year-olds. There is obviously no upper age limit.

Both full-time and part-time service will be possible, before or after postsecondary schooling, so that non-traditional students and parents can take part. Service will be possible for one or two terms. Everyone who completes a term of service will receive a nontaxable, \$5,000 educational award usable for up to 5 years after receipt.

The award will be payable toward past, present or future educational expenses at virtually the entire range of postsecondary institutions, vocational schools, 2- and 4-year colleges, professional and graduate schools. Awards will be deposited in the National Service Trust for all participants and are not available, obviously, for reappropriation.

While in the program participants will receive a stipend. Stipends will vary across programs depending on the needs of the participants and the recruiting characteristics of the programs.

The Federal Government will support up to 85 percent of the VISTA benefit, which currently averages \$618 per month. But in general, programs can pay from the local share as much as twice that benefit. Participants who need it will also receive health care and child care.

Secondly, with respect to the programs, the wide eligibility for participation in national service carries over to programming, very different programs with very different goals will be encouraged.

The chief requirement across all these programs, however, will be demonstrably high performance. A variety of entities will be eligible to develop and run programs: non-profit organizations, institutions of higher education, local governments, school districts, State or Federal agencies.

Many kinds of programs will also be possible. There will predictably be youth corps that involve at-risk kids and cleaning up parks or building housing for the homeless. There will be specialized service corps for college graduates to do work with preschoolers or do non-sworn police work. There will be community corps with Americans of diverse backgrounds doing different kinds of important work within these categories.

In general, the programs will be able to recruit and select their own participants. To make things simple for people who want to join up, there will be national and State information systems and people will be able to learn about service programs at their high school, college or job placement offices.

The legislation establishes a corporation for national service that will have the ability to focus the national service program on meeting particular needs. In every instance it will work for high performance by designing criteria for the selection of programs, general categories, through quality, innovation, replicability, sustainability.

The corporation will also consider a program's management quality, whether if targets areas of special need like enterprise zones and environmentally distressed areas.

Programs will be required to develop measurable performance goals to undergo independent evaluations to test their success. Programs will have to provide at least a 15 percent match on stipends and a 25 percent match on other program support. Along with the evaluation specified in the legislation, the corporation's inspector general will guard against fraud and abuse.

Now, to hold programs to high standards of excellence, the prerequisite will be excellence in the institution that supports national service. That is why the Corporation for National Service represents a new approach, if you will, reinventing government by facilitating and building upon the diversity and the success that we've accumulated over the last 30 years with these programs.

The corporation combines two existing agencies, the Commission on National and Community Service and ACTION. Under the new initiative the corporation will invest in programs that work, without operating them. The chairperson will share power with a bipartisan board of 11 members, including persons with experience in national service and State government and people with expertise in meeting particular program needs. Seven cabinet members will serve in an ex-officio capacity.

As a corporation the entity will be able to solicit private contributions, accept the voluntary services of retired executives with expertise and develop flexible personnel policies including pay for performance and a 5-year limit on most tenures.

The corporation will allocate one-third of funds directly to programs on a competitive basis with priorities including national models and Federal agencies. The other two-thirds of funds will be

allocated through the States, one-third by population-based formula, one-third on a competitive basis.

In order to receive funding, States will be asked to establish commissions on national service that mirror the Federal corporation. The State commissions will have seven to 13 members from a variety of fields including labor and local government and will be appointed on a bipartisan basis by the governors.

Like the corporation the State commissions will be in the business of steering, not rowing, and will competitively select programs to be funded by the State.

In conclusion, I would simply say this Act is not just a program. It reflects a consensus, including the President's, for service by all Americans of all ages, in all forms. The Act will build on and strengthen K-12 service learning programs. It will support the older American volunteer programs and the VISTA program. It re-authorizes the civilian community corps and the Points of Light Foundation.

In a sense it seems to me that what this legislation does is really brings together, at last, the cumulative learning and the incredible success stories that we have had with the national service debate over the last 30 years. It makes a strong statement that these programs have worked, that they are of enormous value, that the best programs tend to be ones that are decentralized—not all of them. The Peace Corps is a national program. VISTA is a national program.

At the local level we've had a wonderful resurgence of strong and diversified programs. What this legislation finally does is creates and accelerates the process of bringing all these programs together and making them all work better in providing an even larger opportunity for the national service experience.

With national service we can take what we imagine and begin to make it real, not just with the environment but with so much that needs doing in so many fields.

It is time to get started. With that, I would be happy to answer any questions.

[The prepared statement of Hon. Bruce Babbitt follows:]

#### **STATEMENT OF HON. BRUCE BABBITT, SECRETARY OF THE INTERIOR**

Mr. Chairman and members of the committee:

Thank you for the opportunity to testify today. As you know, on Wednesday, May 5, the President sent to Congress the National Service Trust Act of 1993. It was a momentous day in an exciting time—not only for those of us who have worked for a national service bill for many years, but for the many Americans inspired by the President's call to service last year.

National service moves the American people, I believe, because it reflects our most basic ideals. As Americans, we are brought together not by where we are from or what color we are, but by what we believe. And since the days of the frontier towns in a young Republic, Americans have believed in an old-fashioned idea of citizenship—of working together, of taking responsibility, and of building community. Citizenship isn't sacrifice; for what we give, each of us expects and deserves something in return. But a willingness to give before we get is the glue that holds our people together.

National service will strengthen the bonds of community and the spirit of citizenship. And it will also do more. The National Service Trust Act will help meet America's pressing needs—educating our children, preserving our parks, providing health care to the elderly and their families, making our streets safe. At a time when skyrocketing costs are putting higher education out of reach for more and more Ameri-

cans, the Act will offer a new way for young people to pay for school, and help build the high-skill workforce our country needs. And the Act will provide valuable skills to young people who need them. Then-Governor Clinton was quite serious when he said during the campaign that this would be the best money we ever spent.

The President has requested \$394 million for the new initiative in 1994, enough for about 25,000 participants. We expect to see 150,000 participants 4 years from now. Most of all, we want to see the program growing at the right pace, even if that's not the fastest. The goal is to make national service an American institution.

To do that, the Act puts the idea of reinventing government into action. We have required clarity about the ends of national service, but offered flexibility about the means to achieve them. We have created incentives for excellence through market-like competition. We have not built a bureaucracy, but instead have built on local initiatives and existing efforts.

In defining national service, the Act states that national service work must address unmet educational, environmental, human or public safety needs; that it must improve the life of the participant, by improving his or her skills, offering meaningful service experiences, and building a sense of citizenship; and that it must not displace existing workers.

Beyond these factors, the Act deals with three basic issues: who may participate, what programs will be supported, and what organizations will govern the process. I'd like to take up each of these areas in turn.

#### *Participants*

Because the program embodies a renewed spirit of citizenship, it is designed to involve citizens regardless of race, age or income. Eligibility is broad, and stipends and awards are flexible.

There is a lower age limit of 17—though youth corps can take out-of-school 16-year-olds—and no upper age limit. Both full-time and part-time service will be possible, before or after postsecondary schooling, so that non-traditional students and parents can take part. Service will be possible for one or two terms.

Everyone who completes a term of service will receive a nontaxable \$5,000 educational award, usable for up to 5 years after receipt. The award will be payable toward past, present or future educational expenses at a range of postsecondary institutions, from vocational school through 2- and 4-year colleges to professional and graduate school. Awards will be deposited in the National Service Trust for all participants, and will not be available for reappropriation.

While in the program, participants will receive a stipend. Stipends will vary across programs, depending on the needs of participants and the recruiting interests of programs. The Federal Government will support up to 85 percent of the VISTA benefit, which currently averages \$618 per month, but in general programs can pay up to twice that benefit. Participants who need them will also receive health care and child care.

#### *Programs*

The wide eligibility for participation in national service carries over to programming. Very different programs with very different goals will be possible. The chief requirement across all programs will be demonstrably high performance.

A variety of entities will be eligible to develop and run programs: non-profit organizations, institutions of higher education, local governments, school districts, States, or Federal agencies. Many kinds of programs will also be possible. There will be youth corps that involve at-risk kids in cleaning up parks or building housing for the homeless. There will be specialized service corps for college graduates, to do work with pre-schoolers or do non-sworn police work. There will be community corps with Americans of diverse backgrounds doing different kinds of important work.

In general, programs will be able to recruit and select their own participants. To make things simple for people who want to join up, there will be national and State information systems, and people will be able to learn about service programs at their high school, college, or job placement offices.

The legislation would establish a Corporation for National Service that will have the ability to focus the national service program on meeting particular needs. In every instance, it will work for high performance by designing criteria for the selection of programs. General categories include quality, innovation, replicability and sustainability. The Corporation will also consider a program's management quality and whether it targets areas of special need, like enterprise zones and environmentally distressed areas.

Programs will be required to develop measurable performance goals and undergo independent evaluations to test their success. They will have to provide at least a 15

percent match on stipends and 25 percent match on other program support. Along with evaluators, the Corporation's Inspector General will guard against fraud and abuse.

#### *Reinventing Government*

To hold programs to high standards of excellence, the prerequisite will be excellence in the institution that supports national service. That is why the Corporation for National Service represents a case study in reinventing government.

The Corporation combines two existing agencies, the Commission on National and Community Service and ACTION. Under the new initiative, the Corporation will invest in programs that work, without operating them. Its Chairperson will share power with a bipartisan Board of 11 members, including persons with experience in national service and State government, and people with expertise in meeting particular needs. Seven Cabinet members will serve in an ex officio capacity. As a Corporation, the entity will be able to solicit contributions, accept the voluntary services of retired executives with great expertise, and develop flexible personnel policies, including pay-for-performance and a 5-year limit on most tenures.

The Corporation will allocate one-third of funds directly to programs on a competitive basis, with priorities including national models and Federal agencies. The other two-thirds of funds will be allocated through States, one-third by population-based formula and one-third on a competitive basis.

In order to receive funding, States will be asked to establish Commissions on National Service that mirror the Federal Corporation. Commissions will have seven to 13 members from a variety of fields, including labor and local government, and will be appointed on a bipartisan basis by the Governors. Like the Corporation, the Commissions will be in the business of steering, not rowing, and will competitively select programs to be funded by the State.

#### *Conclusion*

This Act is not just about a program. It reflects the President's support for service by all Americans, at all ages, and in all forms. The Act will build on and strengthen K-12 service-learning programs; support the Older American Volunteers Programs and VISTA Program; and reauthorize the Civilian Community Corps and Points of Light Foundation. As the President sees it, service is an opportunity for everyone.

And truly it is. I close by sharing a personal vision of our citizenship and our Nation renewed through national service. As someone who once worked with the VISTA program, I know the value of service both to the volunteer and to the communities where they work. Looking only at the world I know best, environmental protection, look at all that national service can do: with thousands of young people working in our parks to restore areas worn down by tourism and industry; with thousands more in our cities, testing for lead paint and getting it removed; and with thousands more still, running recycling programs. Just imagine all the good they can do, for themselves and the country.

With national service, we can take what we imagine and begin to make it real—not just with the environment, but with so much that must be done. It's time to get to work.

This concludes my prepared statement. I would be happy to answer questions at this time.

Chairman FORD. Thank you very much. Ms. Molinari.

Ms. Molinari had a special request in and she has been sitting there jittery ever since.

Ms. MOLINARI. That is okay, Mr. Chairman. It was really a special request because I wanted to discuss an amendment with our colleague. I'll pose that as a question to the Secretary at my appropriate time. I thank you for that consideration, though.

Chairman FORD. We'll get back to the gentleman from North Carolina. Mr. Owens.

Mr. OWENS. I have one brief question.

Mr. Chairman, I would like to add my enthusiasm to that of my colleagues. This initiative is being taken by the administration. I think we are wise to move this one and move it rapidly.

My question, Mr. Babbitt, is: Since you do have some experience with VISTA, and my subcommittee is in the process of reauthoriz-

ing the VISTA program, I wonder if you could comment a bit on how you see this program interfacing with the existing VISTA program?

Mr. BABBITT. Mr. Lewis, it seems to me—

Mr. OWENS. Owens.

Mr. BABBITT. Where are we? Where are we? Sorry.

[Laughter.]

It seems to me that what this program says is that any applicant that wants to be a sponsoring agency can step forward and say we would like to use volunteers through the process set up by this program.

Now, the most logical conjunction, I think, is a local sponsoring agency which already has VISTA volunteers may say, "We would like to expand our volunteer programs," and write up an application that provides a mix of VISTA volunteers and national service volunteers and structures them together in a whole variety of ways.

Mr. OWENS. Thank you.

Mr. MARTINEZ. [presiding] Thank you, Mr. Owens. Mr. Ballenger.

Mr. BALLenger. Mr. Chairman, Mr. Secretary, I do have a slight statement that I would like to make.

Thirty or 40 years ago I was still in business. Most business people down in North Carolina at that time had a program somewhat like this called Summer Jobs. In the programs kids looking for work could come in and work for minimum wage and earn enough money to go to school.

Then along came the government regulations. I would just pose a question. I have two questions. What stopped those programs? Was it the basic idea that along came OSHA, ERISA, the 40-hour weeks, the work permits, and workman's compensation and liability coverage—more Federal mandates on the private sector?

Now, that is said somewhat with tongue-in-cheek, but I do have a question. The question seems to be that the way the bill is drawn that unions—I didn't know anything about this until I was reading the questions here in front of us. It says, "With regard to competitive grants," which I didn't know there was such a thing in this bill, "to be made directly to the programs as opposed to the ones through the States."

This is evidently a program at the Federal level. Isn't there an advantage given to unions on the basis that first of all they can apply for these grants, and they have to have input—you are going to have to consult with them as far as—with regard to the design, recruitment, operation and placement policy of the program.

I don't really understand why a program, that I think is probably a pretty good idea, has to specify that unions first of all have to be allowed to compete in it. Then they also seem to have the input as to what the rules and regulations are.

In other words, it sounds to me like a conflict of interest to allow them to be the ones to compete for a grant and at the same time be the ones to call the shots as to what is right and what is wrong in that grant.

I realize there is politics in this and maybe you need that to get their support as far as the bill is concerned, but it doesn't seem quite right.

Mr. BABBITT. Well, sir, I would submit that the design of this bill and the bipartisan work that has gone into drafting the legislation makes it quite clear that the direction of this program is going to be way outside the political arena.

The statute requires that the national board be a bipartisan board. It specifies that the members should have experience and relevant ideas and talent to create it. It seems to me it is important to say that that board should ideally, as the President goes about his appointments, reflect the broadest possible spectrum of participants from business and labor, from State and local government, from the entire American community.

Now, who participates as applicants? The answer, I think, is any nonprofit organization that is demonstrably in the business of providing service.

I can tell you one applicant that I know very well, and I've had a lot of discussions with, it is the Secretary of the Interior. I think we are uniquely placed to put together conservation programs in parks and wildlife refuges and I certainly intend to do so, but those applications are going to be judged at a national level by a bipartisan commission. I will have to make my case. It seems to me that is only appropriate.

Mr. BALLENGER. In my understanding of what they said, basically this was not going to be a Federal program, it was going to be financed by the Federal Government, the idea is going to be Federal, but the States were going to call the shots.

Does that mean the States call the shots and then have to be approved by the Federal board, whatever this board may be?

Mr. BABBITT. Two-thirds, approximately, of the program money will be allocated to programs recommended by the State's commissions. Now, surely, there will be a Federal oversight in terms of setting up criteria.

To be more precise, one-third of the money will be allocated on a per capita basis to the State commissions. Another one-third will be allocated on the basis of competitive grants. At the bottom there is a statement that two-thirds of these positions are going to come from projects put together by local agencies within particular States.

I think—

Mr. BALLENGER. Let me just again ask: Is it absolutely necessary to say in this bill that in order to offer a grant you must consult with, receive input from, labor unions with regard to the design, recruitment, operation and placement policy for these applications for competitive grants?

Mr. BABBITT. Well, sir, I think it is appropriate.

I would be perfectly acceptable to the idea that we should broaden that to say we should also consult with the business community, with the city council, with every facet of the local community.

Mr. BALLENGER. But, they would not normally be bidding on competitive grants themselves. Being in an advisory capacity is one thing, but to be able to be in an advisory capacity and also competitive at the same time sounds like a conflict of interest.

Mr. BABBITT. Oh, I think there will be many examples of that. I think many of the local officials will be presiding over local govern-

ments which may well have conservation corps volunteer programs.

Mr. BALLINGER. Thank you, Mr. Chairman.

Mr. MARTINEZ. Thank you Mr. Ballenger.

Mr. Sawyer.

Mr. SAWYER. Thank you, Mr. Secretary, for your enthusiastic advocacy. I share some of that enthusiasm.

I, early in my adult life, was a participant in the National Teacher Corps. It was, for me, a defining time in my life. I went from the work that I was doing at what was the old Cleveland Central High School, now middle school, continued my work there after completing my obligation and then on to an administrative position at a State school for delinquent boys for the State legislature, as mayor of a community, and now as a Member of Congress who has never really abandoned that commitment to education and all that it means, that was born in that time.

In as much as it has meant, as much as it has meant to me and, I think, had the potential to offer a chance for growth in a profession that has enormous need, I would ask you only whether you would anticipate that teaching elements within volunteer opportunities would come about largely as a product of the two-thirds that were funded through the States and localities, as a product of local innovation, or whether there would be an element that would be part of national programming, that would complement that educational element in a national service program.

Mr. BABBITT. Obviously, I can't answer except to say, I think there's every likelihood. It depends in many ways on Secretary Riley and the other national education groups coming forward. It seems to me that throughout the planning of this there has been a tremendous recognition of the needs out there, and there are, in fact, some very specific provisions to deal with some of the issues of teachers and paraeducationalists in local school systems.

Mr. SAWYER. Thank you very much. We'll look forward to expanding that in the future.

Mr. BABBITT. I suspect that Secretary Riley is looking at this legislation in the same way that I am, and that there is a chance in that discretionary Federal one-third to make a significant dent in our needs.

Mr. SAWYER. Thank you.

Thank you, Mr. Chairman.

Mr. MARTINEZ. Ms. Molinari.

Ms. MOLINARI. Thank you, Mr. Acting Chairman.

Mr. Secretary, I very much endorse the concept of this proposal, and I want to endorse this proposal. I think that everything that the prior speakers have said is very exciting, and I would like to be a part of that.

There's one point, though, that really causes me some trouble. You alluded to it in your opening statement, and perhaps you can expand upon it. If not, I may, in fact, proceed with an amendment next week, that is, if we go on the basic assumption that national service is good for people and good for community, we should make it available to as many people as possible.

I can deal with and, in fact, like the concept that, independent of income, \$5,000 will be set aside for education. Where my problem

comes in is that there is absolutely no means testing for what we call a stipend, which really is minimum wage, that in fact there are going to be those applicants—and I understand that we want to encourage a wide range of participants, but the fact that there are going to be participants who come from wealthy backgrounds who are going to be making and receiving basically government aid or a government job, rather than expanding this program to those men and women who could use the money more or receive the health benefits, because their parents don't have policies that are allowed to include them.

That is the one problem that I really have. I'm having problems reconciling the fact that regardless of income you should be allowed to participate in this program but that the government should not be providing you with a job that you're paid for if your parents make a half a million dollars a year.

**Mr. BABBITT.** Good. If this is all that stands between you and support of this bill, I hope we can clear it up and get you on the record in support right now.

First of all, I think it's important to understand that this is not an entitlement and that means testing is really about entitlement programs. We're saying in a broad way that it's legitimate to ask whether people who are getting benefits should really get the benefits if they don't need them. That's what means testing is about and, I think, properly construed. This isn't about a benefit; it's about an opportunity to do service.

Now, you then say, "Well, we're giving jobs to the kids of wealthy parents." If you look at the history of Peace Corps and VISTA, this isn't about jobs. You know, young people who want jobs go out into the marketplace and earn some money. The stipend in this context really barely covers your living expenses. I can tell you that of my own experience, by the time you go through the enormous change in life and location that this often involves.

It doesn't lead you up a career ladder. It is sort of a time out to go do service. And when I went to Venezuela in the early 1960s, I'm not sure that my parents would have appreciated being involved in somehow having their assets examined to determine whether or not I should do something that they really didn't want me to do and didn't see any benefit in anyway. So I would really urge that upon you. This is not a job, and it's not bankable income. It's a pretty small subsistence for service.

Have I signed you up yet?

**Ms. MOLINARI.** Not quite. But thank you for trying. I appreciate your patience with me on this point. I will accept the fact that no one is going to be prodded into doing this because of the sum that you're giving them. Yet, if there is a formula that can be devised that allows government to compensate those who need it and not to those who don't.

I just can't get off that point, that there's still going to be those people deprived of entering into this program because people who don't necessarily need the stipend are going to receive it.

**Mr. BABBITT.** Well, I'm sensitive to your point.

**Ms. MOLINARI.** I'm sure that's a small proportion.

**Mr. BABBITT.** As one of the battle-scarred veterans of the war over means testing, I'm impressed that this concept is catching on.

I must tell you, it never crossed my mind that the idea of means testing would become an argument against paying expenses of idealistic young Americans who, with or without their parents' consent, at the beginning of their career—and sometimes a little later on, but there will be a lot of concentration in that area—who are saying, "I'm going to give up 2 years of my life, step out of the ladder of career advancement, forfeit that time on the escalator toward high paying jobs, step out and do service," and in addition to that, you're going to enter into an enormously complex bureaucratic paper-pushing inquiry into whether or not in theory they might have been able, in some small percentage of circumstances, to do this on their own.

I commend your interest and implore you to change your mind and see that this is not an entitlement program. It's idealism, service, and expense has some small offset.

Ms. MOLINARI. I will think about your arguments. Mr. Secretary, you are very persuasive. Thank you.

Mr. MARTINEZ. Mr. Secretary, before I recognize Mrs. Unsoeld, let me ask you a question you are probably familiar with. You served in Peace Corps. How many of the very rich people would give up what you just talked about, their timetable for their own career advancement or their own entering into a successful life vocation—how many of those people gave it up to go to Peace Corps to serve 2 years out of the country?

Weren't the majority of the Peace Corps volunteers people who came from backgrounds, maybe middle income backgrounds, but backgrounds that, in their normal course of events, would not have allowed them to do this?

Mr. BABBITT. Well, I think that's absolutely the case. The typical Peace Corps volunteer has been, you know, sort of absolutely middle class America. Most of them, I think, as you said, you're not even going to get reimbursed for your expenses in the form of this minimum wage stipend. I can't image we would have had much success.

Now across the years, the base of participation, I think, has very commendably broadened out to include many more people of moderate and low income than were originally in the program.

Mr. MARTINEZ. Then one of the fears that I sense that Ms. Molinari has is the idea that the most needy, or the people that need it, most are not the ones that will be recipients of this educational benefit, that it would be people who could afford an education on their own.

I really can't conceive in my mind, and maybe my thinking is skewed, that someone who could afford to or some family who could afford to pay for a child's education and send their child on to higher education, or some individual himself who knew that it was within their family's wherewithal to send them on, that they would be the ones that would be taking 2 years out of their life or 3 years out of their life or 4 years out of their life, to go work in some dingy, minimum stipend job, rather than go on to college during that period of time, because if they gave up 2, 3, 4 years in that kind of a service, that's taking them away from completing their education that much earlier.

I just cannot fathom them doing it. Can you?

Mr. GOODLING. Would the gentleman yield?

Mr. MARTINEZ. Yes, I will yield to the gentleman.

Mr. GOODLING. I think one thing we should clear up before we get into any more of the VISTA and the Peace Corps discussion, is that this program was sold in part on the idea of making college more affordable. VISTA and Peace Corps were never sold on that idea. So let's forget the Peace Corps-VISTA business.

We talk about, would my parents want somebody to look over their shoulder when I was going to go to the Peace Corps, about their financing. I am aware of a young lady who is just trying to go to law school, been on her own for 5 years, to get a loan and a grant, her parents are responsible for \$15,000 when she goes through the process of need analysis. She hasn't lived at home for 5 years, has been on her own for 5 years.

So let's not mix apples and oranges when we talk about this program. We're talking about different programs.

Mr. MARTINEZ. Taking back my time, I would concede that point that we're talking about a different program. But there are still analogies or parallels to both programs that bring into mind a concept of volunteerism. The difference is that this is a volunteerism or a stipend-paid volunteerism to receive an education. I do not believe that wealthier people would deliberately forego their education.

And if they did, for the simple life experience that it would provide, I would think that would be a good thing, and we shouldn't deny them, either.

Now, I would like to recognize Mrs. Unsoeld at this time.

Mrs. UNSOELD. Thank you very much, Mr. Chairman.

Mr. Secretary, did you want to respond to that last little exchange over there before I make some very brief comments?

Mr. BABBITT. Well, just very briefly. To me, the significance of the educational stipend is this: It's an extraordinary way of motivating and emphasizing the importance of the link between service and education and the importance of following this service commitment with more education, more training.

Now I suppose it's conceivable that in a small number of cases, by the most rigorous kinds of means testing, it might be possible to skim out a very small percentage of the educational grants. I would question the wisdom of doing that, because I think that it's important to conceive of service as an egalitarian experience that unites Americans from all walks of life.

That's the military model, and it has been an extraordinarily successful model. It is egalitarian, root and branch, in every single aspect, and I think it's the proper model for national service type of programs.

Mrs. UNSOELD. Mr. Secretary, having been able to visit the Washington Service Corp with you and see the benefits of the service that they were providing, I agree with your opening remarks, that the greatest benefit to this program is the benefit to those who are providing the service and that it indeed changes them in their lives for the rest of their lives.

It is much more than a jobs program, and it is much more than a benefit to the community in which they serve. Having had a very brief experience with Peace Corps also, although my husband was

staff, it involved our entire family, and it changed the lives not only of us and of the volunteers who were serving, but also of my children.

I commend you for your coming here today, sticking with us all this time, pushing this program. And I hope very quickly we will be able to see it being signed into law. I thank you very, very much for your support. And since my light has not yet turned red, if there's anything else you want to comment on, the time is yours, Mr. Secretary.

Mr. BABBITT. Thank you.

Mr. MARTINEZ. You don't wish to comment?

Mr. BABBITT. I'm going to quit while I'm ahead with Representative Unsoeld.

Mr. MARTINEZ. Very good, Mr. Secretary.

Ms. Woolsey.

Ms. WOOLSEY. Thank you, Mr. Chairman, and thank you, Mr. Secretary.

Hearing from my colleagues before you, I have a feeling that we might have a bipartisan effort going here. I hope it's not a brief and fleeting feeling, because it feels wonderful, as a new member, to be able to talk about something from a bipartisan perspective.

I am really supportive of the concept of national service, because of the three-pronged benefit, I believe. I believe it benefits the young person; it gives that young person an overview of programs that are important. It gives that person an experience they might not otherwise have, while at the same time possibly changing other lives while they're changing their own.

Another thing that happens with this is that programs of importance in this country will receive assistance and will receive a new life because of an input, an influx of personnel and people to meet unmet needs, social needs in this country, and I like that. And it's going to work.

I also believe that the program is going to encourage the neediest to complete their education. But I want to respond to the concern about wealthy children receiving some benefit from this, because quite often the best thing a wealthy parent can do is tell their kid, "Get out there and do it, and do it on your own." And this is a way, with a very minimal amount of help, they can do that and learn a lot at the same time, while they are probably providing a lot.

I have one question, and see if you have even thought about this. Is there any chance that the award could be portable, that it could be assigned to another member of a family, like a grandparent, so that their grandchild can go on to school while they work off the debt?

Mr. BABBITT. I must say I have never heard that suggestion. It's very interesting. I would be happy to respond in writing to you.

Ms. WOOLSEY. All right. I appreciate that.

Mr. BABBITT. There is no question so far that Eli Segal has not thought of, but I haven't thought of it, and I've not discussed it. Very interesting.

Ms. WOOLSEY. Well, I'm sure it will be asked, so let's think it through before we get finished here. But you have my support, whatever the answer is for that.

Mr. BABBITT. Thank you.

Mr. MARTINEZ. Thank you, Ms. Woolsey.

Ms. English.

Ms. ENGLISH. I can't believe we finally got to me.

Thank you very much, Mr. Secretary, for being here today. I have two things that I'd like to say. Almost everything has been said five or six times, so I'll try not to duplicate anything.

The concern that a lot of people have about the economic position when they go into this kind of program, I think, has a fundamental flaw, and that is that you can buy almost everything.

And there are things within this program that money cannot buy, things like the values and the training in the individual areas, the individual growth, just values that you get from this kind of a work experience that, no matter what your economic opportunities are, you might only get through this kind of an experience.

And in a lot of situations, this experience will lead that person into education and perhaps make the education a more valuable one after. And so I very strongly support a program that doesn't take just economic factors into consideration. I think there is a tremendous amount of growth for people in late teens, early 20s, and even older who need a valuable experience, no matter what their economic options are.

That's just a comment. The question I have, and you mentioned earlier about our working together on the Arizona Conservation Corps. One of the things that we learned through developing that program was that even though the State was sort of the umbrella agency and the State provided the funds available to Corps members, that because it was run on individual communities in their own jurisdictions, the communities had a larger role in participating. They were more willing to participate.

What we found, and I'll give you an example, is Reardon Ranch needed to build a handicap facility up to their park, and this is a State park. And they had tools and equipment available, but they didn't have the stipends available, so the State offered the stipends. But the city had experience, and so they offered supervisors to do the training. And it just so happened that the Soroptimist Club in Flagstaff wanted to put up enough money to put two women through the training.

So we have here five or six different entities working together. The revenue, the tools, the expertise, all coming from different parts of the community, and everyone was very willing to put what little piece they had towards a project that not only bettered some of the youth, but improved a park facility within Flagstaff.

What we had trouble with was that the legislation that we in upper levels of government generally develop push those lower communities out of participation; that we don't allow the bureaucratic maze to incorporate the Soroptimist Club and the local park and the City of Flagstaff into participation because of all our accountabilities. We become less flexible.

And I don't know if this plan incorporates local participation, but I think that it is one of the fundamental ways to build the community, and I hope that somewhere in here we allow the flexibility for bringing together all the resources rather than just saying the Fed-

eral Government, here's what we're going to do, and we're shutting out all these other people who want to participate.

Any comments you have I would be happy to hear. Thanks.

Mr. BABBITT. Karan, I would suggest that the project you just described is as eligible and as attractive in this system as it was in the Arizona Conservation Corps system. And indeed the grantmaking function will proceed in much the same way, because it will go to a State board which, within broad guidelines, under a bipartisan director, will be doing the same kind of thing.

My guess is that this concept of leveraging from local to nonprof-  
it to State is going to be very attractive in this context, and we're going to find a lot of that leveraging, because the logical recipients of these grants are the people who have had success and who are already providing real services.

So quite apart from the fact that you're describing a program from your home town which is also my home town, I think it happens to be a very good model.

Mr. MARTINEZ. Mr. Goodling.

Mr. SAWYER. Mr. Chairman, before we get too far from our colleague from Arizona and the Secretary from Arizona, I couldn't help but think, as Karan was mentioning the fact that everything that was to be said about this had been said six times, I had to point out that her comments did add materially, as did Ms. Woolsey's, to the discussion.

But it was our former colleague, Mo Udall, the gentleman from Arizona, who pointed out so often that in this place, everything that there was to be said about something had been said, it's just that not everybody had had the chance to say it.

[Laughter.]

Mr. MARTINEZ. Thank you, Mr. Sawyer.

Mr. Goodling.

Mr. GOODLING. Welcome to Washington, Mr. Secretary. I was happy when I saw that you were to become a Member of the Cabinet, because I followed 1988 rather closely, and I thought you were a breath of fresh air during that other rather stagnant air that was blowing around at that particular time.

Mr. BABBITT. Mr. Congressman, I appreciate that. It was a campaign that I was in right up to the very beginning.

[Laughter.]

Mr. GOODLING. I noticed.

I'd like to get back to the comment I made after Ms. Molinari had her concern, because my whole concern about the program is the fact that it has been sold on the idea of service of making college more affordable.

Now, you just heard that wealthy youngsters should be encouraged to do public service. Of course they should, and they are; and middle income Americans should be encouraged to do public service, and they are. And many times middle and upper income individuals are doing much of that public service. Oftentimes, the poor person, the poor child doesn't get an opportunity for any of that public service. They have to work, or they have no transportation.

So my whole concern about this is that it was sold on the idea of service to make college more affordable, or postsecondary education or training more affordable, and I just believe that we should

do as we have normally done, targeted so that those most in need have that opportunity.

It's just, when I look at Job Corps, and as I indicated earlier, I fought to keep Job Corps during the last two administrations, when you talk about need for money, it's a very expensive program. There's no question. I couldn't argue with the last two administrations when they said it was an expensive program. The alternative is far more expensive, because in most instances, it's their last chance.

So again, we sold this program on a service to make college more affordable, different than Peace Corps, different than VISTA, and the only program that I can remember where we didn't go a means kind of route probably was in the original NDEA, where your service was that you had to come back, and you had to teach math, and you had to teach science, and then it was expanded to other purposes. So you had to give that service back to the district.

So again, if you can, as you said to Ms. Molinari, if that's the only thing that separates you from supporting the bill, that is the only thing that separates me from supporting the bill. And my problem is, nine times out of ten, I'm up here fighting for not my constituency but the constituency most in need. And that's basically what I'm trying to do right now. And I would like it to be a service program to make college or postsecondary or training school more accessible to those most in need.

That's my only concern, my only problem with the legislation as I see it.

Mr. BABBITT. Good. Let me see if I can come at that.

Mr. GOODLING. And I might add, if we had billions that we wanted to spend, then I wouldn't have any problem with the program the way it's written.

Mr. BABBITT. Sure. I would ask in return not how was this legislation sold, but what is it. What I mean by that is, this has been really an evolutionary process, and the President's campaign statements and his advocacy has been folded into, as I understand it, a concept which has undergone rather extensive revision and evolution at the hands of a lot of advocates here in the Congress.

What is this program? It's a lot closer, in my judgment, to the Peace Corps than it is to a Pell Grant. And in that distinction lies the heart of my plea to you to keep it non-means tested and egalitarian.

We really want broad spectrum, diverse service programs, and the means testing concept works for entitlements and scholarship grants. That's not what this is, in my judgment, and I would line it up with, for all of the differences, its basic similarity to military service, the Peace Corps, and VISTA.

Mr. GOODLING. Why not leave the participation wide open, then when you talk about any postservice educational programs, have that based on need? I want role models back in these communities. I don't want the role models we now have in many center cities, where a large percentage of those teachers may not be the role model that the youngster should have.

In many instances, those role models are middle income white Americans. That's not a role model that an awful lot of center city youngsters are going to relate to, and I would like to get those

people back as role models into the communities, rather than those that I described. So you could divide the situation. It could be open as far as participation, and it could be means tested as far as educational benefits are concerned.

Mr. BABBITT. Mr. Congressman, I concede that in theory, one could do that. I would offer you the following: To repeat, it doesn't seem logical to do that in service programs if you're willing to characterize it that way. And I would just invite you to reflect upon that.

Secondly, I think that, you know, there's going to be an overwhelming center of gravity in this program of people who, even by a means test, would be eligible for these grants. I suppose you could screen a few out, but it seems to me you're imposing a very different kind of dynamic on this program for relatively marginal economic gains at a great loss to the egalitarian concept that I think is so important in service. But I concede that you could, in theory, do it.

Mr. GOODLING. Just one final comment. I look at the millions paying back loans, and I think you could write something where, if individuals go into those four areas of service, if I remember correctly, it was health, environment—unmet human, educational, environmental, or public safety need, maybe they could get a break on their loans in this program, because they would be doing the same kind of service.

Mr. BABBITT. I concede that that's possible and certainly something that ought to be discussed.

Mr. GOODLING. That seems fair to me.

Chairman FORD. [presiding] Mr. Secretary, this is my 29th year on this committee. When I came here, Adam Clayton Powell was the chairman. And in those days, chairmen appointed you to subcommittees.

Patsy Mink, who is a member of the committee, and I were appointed to something called the Poverty Subcommittee. I sat way down on the lower level, and listened to the powers that be on the minority side go absolutely ballistic every time we came up with another poverty initiative that targeted money toward low income people.

Mr. BABBITT. You didn't hear it from me.

Chairman FORD. No. You weren't here then. But I'm sure that the former chairman from New York must be rolling in his resting place, because the minority fought us bitterly because they believed that this was a totally wrong approach.

We lost the semantics war in the War on Poverty because we called it the War on Poverty. Meanwhile the minority kept hammering at us that targeted programs reached a limited select group of people and they accused us of not caring about anybody else. You're looking at somebody who can show you scars on every part of his body from being attacked in public for being a bleeding-heart liberal.

What we see here is a role model change that has taken place. Many people think that what happened here 29 years ago is happening all over again. The lineup of where we are going is completely changed around.

Now you've been told, Mr. Secretary, by one Republican, that he regards the concept to this bill to be his idea of what good Republicanism is. And you have been told by my dear friend from Pennsylvania that it's anything but that.

We will start marking this bill up as soon as possible, and I will look forward to see what kind of targeting will be offered from this side of the aisle and see how well we can accommodate that. And then I will invite those members to walk into the shoes that I once wore, to go out and defend that targeting to the public.

We're going to be marking this bill up very soon, because not for many, many years has there been a piece of legislation before this committee with so many people anxious to be identified with the concept. Look at the number of members who want to be on the legislation.

And I think that is an indication that we are starting out with the wind at our back. If we go carefully and fully cooperate with people who have differences of opinion, we'll end up with a consensus bill here. That's what we would like to deliver for the President.

That's what he wants, and I think that your very direct answers are a great help. I still remember you as a very refreshing breath of fresh air during the presidential campaign a few years ago. You got yourself in trouble frequently for telling the truth. And I don't expect that you were picked for this administration for other reasons than that.

We look forward to working with you. I want to personally thank you for stepping in to represent the administration on this initiative.

Who do we have left here?

Mr. Petri, again.

Mr. MARTINEZ. Mr. Chairman, just before Mr. Petri starts, I'm wondering if Mr. Goodling, since he's really concerned about minorities and the disadvantaged, would offer an amendment that would, say, put a 20 percent set-aside for minorities and poor individuals.

Mr. GOODLING. What I will offer is leaving the participation wide open and mean testing the postservice education part of the bill. That gives you the best of all worlds.

Chairman FORD. We'll look at it.

Mr. Petri.

Mr. PETRI. Thank you, Mr. Chairman.

I would like to associate myself with your remarks so far as the Secretary is concerned. He has engaged in a lot of national service himself over the years, and is doing so again in this administration. I think you're one of the bright spots in this administration, and you have taken on a big challenge. I wish you well as you seek to conquer some of the challenges that are confronting you.

I do have a couple of questions. One is something that comes up often with programs like this. That is the tension between supporting national service or volunteerism or someone doing something useful and the threat of replacing existing workers.

Clearly that's been written into the bill somewhat. There is concern there on the part of the representatives of existing workers. What provisions have been made, or how can we guard against the

problem of make-work jobs? That is to say, isn't this a rich enough country so that many of the things that need to be done, can be done, are already being done, and that people are paying to have them done?

And a lot of the other things that are being done by volunteers and through church activities. How will we be sure that these volunteers don't end up being disillusioned because they perceive that they are doing make-work jobs or something that is not really useful, because if it were useful, they would be displacing other people?

Secondly, if they are doing something that no one else is currently doing and they are not displacing anyone, why do we have to pay them \$25,000? Couldn't we do it for less?

Mr. BABBITT. Congressman, coming from a former classmate of mine, I would have expected a slower and softer ball in the form of a question.

Just a couple of thoughts. We have certainly in my judgment encountered a good number of these problems with the CETA program, and it's my own judgment that in many respects that program deserved its demise, because there was a lot of make-work in it.

I think the way that you stay away from that is, first of all, a service, program ought not to have incentives that appeal to people who aren't interested in service. That is, the benefits ought to be low enough that there's not a temptation toward crossover.

Then it seems to me we have to be rigorous about asking what kind of work. And once you get into the nonprofit sector, there is an extraordinary reservoir of things that just aren't being done. The social services, health care, education, the environment all come to mind.

There is an extraordinary story, actually it's an essay, in the Wall Street Journal yesterday about the German system. In fact, they have a conscription system for young people to do social work, because even in a very expansive welfare state, it's still conclusively proven that these jobs just aren't getting done.

So I think the answer is that these boards really must be very careful to focus not on placing people, but on the nature of the work.

Mr. PETRI. My second question is this. We're out worrying about set-asides and too many mandates, 5 percent of this program for this group and that group, and it tends to increase paperwork and overhead and reduce the amount that flows through to the beneficiaries. But I do have to try to represent the people in my district, and as best I can tell, we don't have things like VISTA and so on in central Wisconsin now. I would stand corrected if we do.

How can we ensure that there will be any distribution across the country of this program? It's going to be fairly small to start. I hesitate to say that one-fifth of 1 percent of the volunteers should be in each congressional district in the United States, but there are going to be a lot of people who are going to be paying for this and who aren't going to be benefiting unless there is some effort made to spread the service around.

Mr. BABBITT. Mr. Congressman, one-third of the funds proposed and the slots proposed in the bill are, in fact, allocated to the

States on a rigid per capita formula basis. Now, the bill doesn't mandate a fair share for your congressional district, but my assumption is that once it gets to Wisconsin, your ability to guarantee a fair share for your district has never been in question.

Now, the second one-third has a little more discretion to it. It goes out to the State boards, but on a competitive basis, and I would only suggest that there are limits to which that can be mis-allocated in the proportional sense, not in the substantive sense. So that will surely be coming back out.

Finally, the national third, it seems to me, is going to, in some large measure, flow down to State programs, not entirely. I think there will be some Federal programs. I certainly intend to put my oar in the water on that.

**Chairman FORD.** Mr. Secretary, I want to thank you for your patience. This has been a long morning for you, in part because of the unannounced delay in getting started. I know how difficult a job you've got to do over there, so I appreciate that you were able to take time to come over and help us. I would say to you that I hope that the next time you see Chairman Miller in your committee, that he's every bit as agreeable to what you want as he was here with you today.

**Mr. BABBITT.** Mr. Chairman, that's a tall order, but I will pass it on to him.

**Chairman FORD.** I will encourage him to remember that you were on the same side here today.

Thank you very much.

**Mr. BABBITT.** Mr. Chairman, committee members, thank you.

**Chairman FORD.** General David Jones.

General, I believe we visited the day that Jimmy Carter signed the 1980 Reauthorization of Higher Education at the White House. Your wife was there as well. I haven't seen much of you since, but I hear about you from time to time, and I say, "I know that guy."

We're very proud to have you here this morning—now this afternoon, I'm sorry. You may proceed in any order that makes you most comfortable. Your entire prepared statement will be inserted before your testimony at this point in the record.

#### **STATEMENT OF GENERAL DAVID C. JONES [RETIRED], UNITED STATES AIR FORCE, ARLINGTON, VIRGINIA**

**Gen. JONES.** Mr. Chairman, I am pleased to have been asked to appear before you today to address and support the National Service Trust Act of 1993 and, more broadly, to share some ideas for achieving the goals that have inspired this pioneering piece of legislation.

The perspectives I would like to bring to bear on your deliberations flow from two streams of experience in my life: First, in a military career that spanned 40 years, I had continual opportunities to observe how military life transformed the attitudes and behavior of many young men and women, especially those who came from disadvantaged backgrounds. The way these young Americans responded to discipline, the structured environment, the education and training, and the opportunity to employ new skills in constructive work made a profound impression on me.

Second, in my current position as chairman of the board of the Nation's largest education and training company, I've been able to observe firsthand how many young men and women, including large numbers from our inner cities, want to excel, are willing to work hard, and view education and skill training as their passport out of a dead-end existence. I have become convinced that there must be a way to transfer these lessons from the military and civilian careers to a contemporary arena of national service.

The National Service Trust Act has many facets, ranging from college graduates serving to repay an education loan to youngsters seeking a fresh educational opportunity. Today I would like to concentrate on just one potential aspect of national service; namely, using the inherent flexibility of resources and facilities at military installations to support the objectives of the national service program.

To set the stage for this concept, I would like to share with you four yardsticks that I consider critical to the program's success and to its acceptance by the American people. First, the service component of national service must be genuine and measurable, not a make-work endeavor with little substantive and enduring benefit to the individual or the community.

Second, the program must graduate individuals as better citizens and better human beings. Increased self-discipline, better health, greater tolerance, better ability to communicate and learn, and higher self-esteem must be deeply embedded in the national service philosophy and execution.

Chairman FORD. Excuse me. We have a quorum call. If you will finish your testimony, we will adjourn for 15 minutes.

Gen. JONES. Mr. Chairman, the third is what I would urge you really to think about, and that is to avoid a structural flaw in many programs so that the individuals, the participants that then come out of the program will not be behind their contemporaries who did not go into the program.

Lou Harris concluded, in a 1978 report, that "There is no question that, in the short term, Peace Corps service puts the 2-year volunteer at a disadvantage compared with contemporaries." Now, he wasn't talking about citizenship; he was talking about the goals in life of education and of getting jobs. I think this is a very important consideration.

My fourth point was, this should not be seen as a rehabilitation program. There are other programs for that, for rehabilitation of people who have been on drugs or been in lots of trouble.

In sum, my reading of the fundamentals of the National Service Trust Act convinced me that the legislation correctly focuses on those Americans who could blossom into educated, confident, self-reliant and productive citizens, if given the opportunities, tools, and the challenge.

I would like to briefly talk about the role of the military. As you know, the military has been a leader in integration, has been involved in a lot of community activities and I know will support this. I recall, when I was a commander down in Louisiana, hearing about a young Episcopalian minister in Memphis right after the death of Martin Luther King, who worked out with the local base

to invite young men and women on the base to live in the dormitories for a short period of time and undergo a mini-boot camp.

The results of that were spectacular, even though it was a very short-term program. And that has the philosophical roots and practical roots of what I am suggesting with regard to the military involvement.

To me it would have great enhanced opportunity for success if we ran a pilot program, and I suggest the pilot program be here in Washington. There is a great need in Washington, DC, Northern Virginia, and Maryland for people for service. We have large military installations from each of the services: Army, Navy, Air Force, and Marines. What I would do is ask each service to make dormitory, as we did back years ago, make dormitory and classroom space available for about 100 to 200 individuals per service. So you could have up to 800 total.

People would be selected, would be of diverse backgrounds, men and women, and they need not be residents of the DC area, although, coming from DC could help in the sense they would have a bonding during the program, and that bonding could continue with many of the individuals, if they were from the same area.

Outside counselors, preferably ex-military, would be hired to run the camps at each location. It would have to be made clear from the outset that the military did not bear the responsibility for running the program. However, experience has shown that a lot of people in the military would volunteer to be mentors to help out in this.

The first few weeks would be largely in a mini-boot camp setting. Throughout their stay at the installation, the participants would have to meet the same standards of conduct as military members stationed there when they are on base, including the acceptance of no-notice drug testing.

The participants would receive early testing on their education level and aptitudes. Intensive education and training would then be started to give the individuals the skills needed to serve and to help in postservice employment or further education. The education could be provided by community colleges, proprietary organizations, or others, using the student loan program.

This is a very important point I make, if they are given skill training for postservice operation, that skill training under the student loan program, with these individuals required to reimburse the student loan program.

By way of an illustration, the pilot program might train computer operators, and after a very short time they would know how to operate a computer, and they could go into our school systems and help in the less wealthy school districts where many of them have computers that are sitting with dust on them because nobody knows how to operate them. That's one of the key areas we must work on with our young people.

Now, they would continue with some education and training in the computer operation business, and with that additional training and that experience, it would shift from being heavily education and training near the early part of their, let's say, 1-year period, to where at the end it would be primarily service. So there would be a shifting.

For example, medical assistants, you could give them a little bit of training so that they could work in hospitals that serve the poor or in public health service, and then, as they receive some additional training maybe half of the day, they gain additional skills. By the end of their 1 year, they were certified medical assistants who had performed maybe two-thirds of the time in service and the other one-third of the time in education. So there would be a shifting of emphasis from one to the other.

The program would have these various camps that each service would have, and there could be competition between the camps. There could be athletic events, and so forth. To me, I would make the program so rigorous and so fulfilling that the graduates should be in great demand for jobs or further education or both.

This approach would impart skills with career benefits appropriate to the economy of the next century rather than emphasizing unskilled tasks. The participants could earn college credits that could be applied to still more advanced education in the future. Moreover, spending months in a drug- and crime-free environment, where racial integration has been most successful, would well serve all involved for the rest of their lives.

After a pilot program demonstrates that we can do it, the four services, very successfully, then we can expand it throughout the country to current military bases, using available facilities, some of the bases that are being closed down.

I think this legislation, Mr. Chairman and members, provides a real opportunity for a triple payoff, producing broader, more tolerant citizens who perform service of value, acquiring skills for useful and productive employment or further education, and more tolerant individuals, better prepared to meet the challenges of the 21st century.

Mr. Chairman, this quickly concludes my summary of my remarks, and I look forward to any questions the committee has.

[The prepared statement of Gen. David C. Jones follows:]

**STATEMENT OF GENERAL DAVID C. JONES, RETIRED, UNITED STATES AIR FORCE,  
ARLINGTON, VIRGINIA**

Mr. Chairman, members of the committee:

I am pleased to have been asked to appear before you today to address the National Service Trust Act of 1993 and, more broadly, to share some ideas for achieving the goals that have inspired this pioneering piece of legislation.

The perspectives I would like to bring to bear on your deliberations flow from two streams of experience in my life. First, in a military career that spanned over 40 years, I had continual opportunities to observe how military life transformed the attitudes and behavior of many young men and women, especially those who had come from disadvantaged backgrounds. The way these young Americans responded to the discipline, the structured environment, the education and training, and the opportunity to employ new skills in constructive work made a profound impression on me.

Second, in my current position as chairman of the board of the Nation's largest education and training company, I have been able to observe firsthand how many young men and women, including large numbers from our inner cities, want to excel, are willing to work hard, and view education and skill training as their passport out of a dead-end existence. I have become convinced that there must be a way to transfer these lessons from both my military and civilian careers to a contemporary arena of national service.

The National Service Trust Act has many facets, ranging from college graduates serving to repay an education loan to youngsters seeking a fresh educational opportunity. Today, I would like to concentrate on just one potential aspect of national

service, namely, using the inherent flexibility of resources and facilities at military installations to support the objectives of the national service program.

To set the stage for this concept, I would like to share with you four yardsticks that I consider critical to the program's success and to its acceptance by the American people:

First, the "service" component of national service must be genuine and measurable, not a make-work endeavor with little substantive and enduring benefit to the individual or the community.

Second, the program must "graduate" individuals as better citizens and better human beings. Increased self-discipline, better health, greater tolerance, better ability to communicate and learn, and higher self-esteem must be deeply embedded in the national service philosophy and execution.

Third, it is important to avoid a critical structural flaw by insuring that participants who finish their national service be at least as well equipped to pursue their life's goals as their contemporaries who did not serve. This was reported to be a problem in the Peace Corps. Louis Harris concluded in a 1978 report that "... there can be no question that, in the short term, Peace Corps service puts the 2-year volunteer at a disadvantage."

Finally, national service must not be seen to be another rehabilitation program. Existing programs for drug users, criminals, etc., should remain separate from the national service concept.

In sum, my reading of the fundamentals of the National Service Trust Act convinces me that the proposed legislation correctly focuses on those Americans who could blossom into educated, confident, self-reliant and productive citizens if given the opportunity, the tools, and the challenge. The Act is simple in principle, yet flexible in local application. It affords a wide latitude for many innovative approaches that can be tailored to achieve its aims.

Now, I would like to outline an approach that merges the broader goals of national service with the opportunities inherent in capitalizing on military resources.

The linkage of national service with the armed forces is a natural one. The military has a long tradition of service to the country and has often been at the forefront in carrying out social change, such as integration in the workplace. The military services have developed in millions of young men and women many of the characteristics that the Nation will expect to be fostered by national service. Furthermore, military units have a long tradition of involvement in their local community activities.

Of many outstanding examples, the one closest to the premises of national service was started some years ago at the Memphis Naval Air Station by a young Episcopal Priest, Father Don Mowery, and later spread to many other installations. Young people were brought on base and lived in available dormitories in a mini-boot camp environment. Their civilian counselors exposed them to a world of values and caring that many of the youngsters did not know existed. Although the stay was only a week, this youth service program produced some dramatic changes in attitude and outlook. The following concept has its philosophical and practical roots in that program.

The military services' involvement with national service would have greatly enhanced prospects for success if it were tested under closely controlled circumstances. Washington, DC, and nearby Maryland and Virginia have both a dense concentration of military installations of the four services and have many underserved communities with manifest needs. This area would be an ideal place to conduct a pilot program testing this approach to national service. If it proves successful here, it could be adapted and expanded throughout the country.

Each service would be asked to make dormitory and classroom space available in the greater Washington area for 100-200 individuals, thereby providing living space for up to 800 people. The participants should be both men and women, diverse in background and competitively selected. They need not be residents of the DC area and, indeed, could be drawn from any area of the country. However, the bonding achieved during the program would (at least initially) have a more enduring and productive effect if all participants were from the same area.

Outside counselors, preferably former military members, would be hired to run the camps at each selected location. It would have to be made clear at the outset that the military's role was only to support the program with available resources. The services would not bear the responsibility for nor run the program. However, experience has shown that many servicemen and women would volunteer in their off duty time to help mentor the national service participants.

The first few weeks would consist largely of training in a mini-boot camp setting. Throughout their stay at the installation, the participants would have to meet the

same standards of conduct as military members stationed there, including the acceptance of no-notice drug testing.

The participants would receive early testing on their education level and aptitudes. Intensive education and training would then be started to give the individuals the skills needed to serve and to help in postservice employment or further education. The education could be provided by community colleges or proprietary organizations, using the student loan program.

By way of illustration, the pilot program might train computer operators and medical assistants as well as other skills. Naturally, in the early stages of training, the participants' skills would be limited and their level of service would be correspondingly rudimentary. After some additional training and experience gained while serving, they will have acquired enough skills to increase both the level and the amount of time devoted to community service. Over the course of their period of service, the participants would transition from nearly full-time training to virtually full-time service.

For the computer operators, such service could take place in the public schools by teaching students, primarily in the inner city, how to use computers (many of which are now simply gathering dust). The medical assistants could help in public health services or in hospitals that serve the poor. "Camps" could "adopt" schools or hospitals, or vice versa. All participants would be kept busy 6 days a week, at least for the early part of their service. Base athletic facilities would be used on an as-available basis. Weekend sport competitions could be conducted among the "camps."

The program would be so rigorous and so fulfilling that the "graduates" should be in great demand, for jobs or further education or both. This approach would impart skills with career benefits appropriate to the economy of the next century rather than emphasizing unskilled tasks. The participants could earn college credits that could be applied to still more advanced education in the future. Moreover, spending months in a drug- and crime-free environment where racial integration has been most successful would well serve all involved for the rest of their lives.

After the pilot program demonstrates the concept adequately, the program could be expanded to other active military installations throughout the country. Even bases slated to close could provide a possible resource. Furthermore, the military budget reductions are forcing many truly outstanding men and women to leave active military service. These experienced leaders would do an outstanding job in motivating and guiding participants.

The Civilian Community Corps legislation gives a good start in involving the armed forces in national service. Clearly, the military should be an important, continuing partner.

Finally, Mr. Chairman, I have outlined but one of the approaches to national service. Because of triple payoff of national service—producing broader, more tolerant citizens; performing service of value; and acquiring skills for useful and productive employment or further education—it will be well worth the effort to try a number of different approaches.

Mr. Chairman, this concludes my remarks. I now look forward to questions and comments by members of the committee.

Chairman FORD. Thank you, General. We're going to run to vote, and I expect that it will now take about 20 minutes to complete the cycle. I invite everyone, including you, to take a 20-minute break. In order to avoid your having to wait, if you would, we will submit to you any questions that members of the committee have relative to your statement, and then we will incorporate those answers.

Gen. JONES. Thank you for your indulgence, Mr. Chairman. I do have a meeting I have to go to.

Chairman FORD. We won't keep you around longer.

I just have to apologize to the rest of our witnesses. We will keep at it until we get to you.

[Recess.]

Mr. REED. [presiding] If we could reconvene the hearing with the third panel, which consists of Dr. Theodore Sizer, Mr. Tom Dolan, Ms. Gail Fraley, and Ms. Andrea Brown.

If Dr. Sizer would begin. I will claim my very temporal prerogative as the chairperson to welcome Dr. Sizer, who is a distinguished

resident of my home State, a leading educational theorist and leader, and we're very proud of him in Rhode Island. I would also like to welcome Susan Shroud from the White House, who is also a Rhode Islander, and a new Rhode Islander, Don Ernst, who is with Dr. Sizer.

Dr. Sizer.

**STATEMENTS OF THEODORE SIZER, CHAIRPERSON, COALITION OF ESSENTIAL SCHOOLS, PROVIDENCE, RHODE ISLAND; THOMAS DOLAN, PRINCIPAL, ROMULUS SENIOR HIGH SCHOOL, ROMULUS, MICHIGAN; M. GAIL FRALEY, TEACHER, ROMULUS SENIOR HIGH SCHOOL, ROMULUS, MICHIGAN; AND ANDREA BROWN, STUDENT, ROMULUS SENIOR HIGH SCHOOL, ROMULUS, MICHIGAN**

Mr. SIZER. Thank you very much, Mr. Chairman. It's a pleasure to be here among other Rhode Islanders. As they say, it's a small State, but there are those who love it.

I am a teacher at Brown University and the chairman of the Coalition of Essential Schools, which is largely a high school reform group. And what I propose to do is not to read my statement; it will be in the record. I will give a precis so that my colleagues here will not be pressed for time for their remarks.

My focus is less on the volunteer and more on the people served by the volunteer. I want to express my enthusiastic support for the National Service Trust Act of 1993, and I want to focus on three of the stated purposes, ones which, in the hearing so far, have been addressed only tangentially, the three being: the statement, to meet unmet human and social needs; the second, to renew the ethic of civic responsibility; and the third, a very interesting one, to reinvent government.

The Act, in my judgment, addresses all three of these in a creative combination, first and sketchily, the unmet needs, for me primarily the unmet needs of children and particularly children in school. Simply, a child who is not known is a child unconnected. Simply, a teacher who does not know how a child's mind works cannot teach that child well.

The reality in many of the public schools in the United States and in many of the large diocesan Catholic systems is that the load on the secondary schoolteachers will run from 110 to 180 at once, 30, 35, 40 youngsters coming at a teacher five periods a day, or, in the primary schools, in the elementary schools, 32, 34, 38 little children.

It is also a lamentable truth that the lower income the child, the more likely that that child's teachers will carry very heavy loads. So, in a sad and perverse way, the more needy, often the child, the less likelihood the skilled adult has in reaching that child, because so many others are involved in his or her life.

Now, this Act does not address this problem directly. The Act is not a remedy to the anonymity experienced by most children in school. However, it does ease the condition, and it brings some new hope to overworked teachers and neglected children.

Volunteers in the schools as mentors, as assistant teachers, as paraprofessionals, do not displace, as the Act requires, existing pro-

fessionals but extends their reach by putting younger with older, the high school student with the elementary schoolteacher, the college graduate, recent college graduate, with the elementary or the secondary schoolteacher. It increases that teacher's reach by adding another pair of hands, another heart in the classroom.

Simply, we need to increase the numbers of caring adults, indeed caring young people, to do well by children, to encourage them, to teach them, to inspire them, to know them. Each one of us, older or younger, but especially each child is someone, and that specialness, that someoneness, if you will, with all its possibilities, needs to be nurtured, not only because such nurturance is simply kind, but because to do otherwise means a tragic waste of human potential, a waste which is eventually visited upon us all.

The extent to which, then, we can meet the unmet need of over-worked professionals in the schools, by reinforcing their work with volunteers, addresses directly the needs of now necessarily somewhat neglected children.

Second, the renewal of an ethic of civic responsibility in this country, a key purpose of this Act, the ethic, again, of civic responsibility. Such responsibility, of course, starts not with this Nation's youth, not with the volunteers even, it starts with you and with me. How we act, the generosity and decency and empathy that we resonate will be the first step in the resurgence of the values upon which a sensible and sensitive democracy rests.

This Act speaks to somewhat younger folk, to what some younger folk may do to symbolize as well as to address the commitment of the Nation as a whole to meet its unmet responsibilities, but it is how the rest of us act, beyond merely testifying, as I am doing now, or authorizing or appropriating or administering, that will count.

The youth of this country are watching us, and many of them, more of them were here this morning than are here this afternoon. They are watching us. They are not alone. They are watching us especially as to how we respond to the values, not the particulars, to the values inherent in this Act. Our personal commitments to our own unequivocal and generous service to the people of this Nation, especially those people who are at the troubled fringes of economic and social life in our midst, will send a very powerful and necessary message.

Simply, there is more to this Act than its mere passage. There is power to be drawn from the difficult work of generosity. The power emerges from our struggle to comprehend the struggles of others, to understand what it is to be frightened or lonely or in pain or bereft.

There is wisdom that comes from seeing close-in the anger and violence of some of us, to smell daily the odors of desperation and futility, to stare hopelessness in the face. Such is the human condition. Yes, there's nothing new about this. But it is also the human condition to try to ameliorate it, to collectively address such miseries insofar as they can be addressed.

When so addressed, as with the volunteers in this Act, there will be victories, and from such victories, that is, the child who catches on, the adolescent who sees another way to live than through threat or suspicion or violence, the handicapped person who sees a new source of strength, then does an appreciation of service

emerge. The volunteer sees it and is strengthened, so are those affected by the volunteer. They may follow, indeed, in her footsteps.

And the community sees it. Voluntary service, simple human generosity is contagious. Let us provoke a contagion with this Act and with our own personal commitments.

Finally, the Act's interest in reinventing government. I can most usefully address this from my vantage point as a participant in high school reform. The curse of the current American secondary school system starts from its impersonality, the daily schedule of six or seven periods, each with class after class taught by teachers who most of the students know all too little, the course of study chopped up into incongruous bits, none of which is tied together, and a system which reinforces this intellectual chaos with its credentialing and assessment systems.

Little of this routine touches most of the students very much, alas, and their performance shows it. The youngsters are made to march through a regimen to which most adults would quickly object and which no serious educating institution in this society, business, the military, or even the stronger universities, has ever copied. And its often mindless inefficiency is obvious and demonstrable. To say it that bluntly is painful for one who has made his career as a high school teacher and as a high school principal as well as a college teacher.

How, you might ask, is this Act to be used to help that growing number of able and committed educators and citizens who are attempting to change their high schools; that is, to reinvent them, to reshape them?

Two ways are obvious: first, the presence of volunteers in a reforming school; that is, a school at the grassroots level. The volunteers in that school will ease the load on the professional staff there, allowing them to take the time to craft their reinvented or better school. We see this already in some inner-city, large high schools with Teach for America volunteers and others.

Second, if State authorities both favored reforming schools for volunteer assignment and deliberately concentrated several of them in each such school, the effect would be immediate. The people resources would be there, and the very important public signal of support for reform for reinvention would be transparent.

A further gain would be the inspiration for the volunteers arising from working alongside the most courageous and determined of school folk and their allies in the communities. It would simply recruit these volunteers by the example of the professionals with whom they are working. To the continuing task, the Act could, then, aid in adding to the supply of long-term, reform-minded careerists in education.

If government and its services are to be reinvented, it will be such folk as these at the grassroots who will do the reinventing. What this Act represents is a fresh step forward, a first step, not a final step in reasserting the alliance of the American people and their government to the working of a decent and constructive society.

Thank you.

[The prepared statement of Theodore Sizer follows:]

## STATEMENT OF THEODORE R. SIZER, PROVIDENCE, RHODE ISLAND

My name is Theodore R. Sizer. I am a professor of education at Brown University in Providence, Rhode Island. I currently serve as the chair of the Faculty Advisory Committee to Brown's Howard R. Swearer Center for Public Service, and from this vantage point I have been able to see voluntary community service proceed in a variety of persuasive and helpful ways. I was also a consultant on the Ford Foundation study of National Service headed by Richard Danzig and Peter Szanton which was issued in 1986.

Most germanely, perhaps, I currently spend a major portion of my professional and scholarly time on the reform of public education, particularly the high schools, as chairman of the national Coalition of Essential Schools. From that work especially, I have seen both the need for and the promise of public service programs on behalf of children.

I want to express my enthusiastic support for the National Service Trust Act of 1993 which is before you at this hearing.

While I am not qualified to speak on many of the details in the legislation before you, let me focus this morning on three of the stated "purposes" of the Act—to "meet unmet (human and social) needs . . ." to "renew the ethic of civic responsibility," and "to reinvent government . . ." The Act addresses all three, in creative combination.

First, the "unmet" needs, for me primarily of children, particularly in schools.

Each of us, young or old, learns best when we are known well, where our teachers—in schools or informally in the community—know our strengths and weaknesses, know how we learn, know of our particular enthusiasms, our particular worries, what distracts us and what inspires us. If we are one of a crowd, treated as faceless numbers or as the mere representations of a category—a "college curriculum tenth grader" or a "teenage mother on welfare"—we more likely than not will learn listlessly, carelessly. No one seems to care about us as individuals; no one attends to our specialness. The result is frustration for us and inefficiency in learning.

In like fashions, I—the-teacher cannot teach well a student whom I do not know—know well enough to know how his mind works, what will grab his interest, what will best cajole him into rigorous and needed work. Give me classes of great numbers and all I will be able to do much of the time will be to know well some of them, to take a shot at influencing others and to try to keep order among the rest. The result is frustration, and a sense even among the best of us in the teaching profession that we have been forced to make savage compromises with the education of many children.

It is lamentably true that the poorer the child in this country the more likely that that child's teacher has a heavy load of students. Teachers in affluent districts and in some private schools may have "loads" lighter by half than those serving poor children—the elementary school classroom of 16 versus the classroom of 35; the total student load in a high school in a low income area of 160 to 190 versus 60 to 100 among the more affluent neighborhoods. "Having their children known" is what motivates many wealthier and some strapped middle income families to send their children to private schools or to move to communities where the schools can afford lighter loads for their teachers. We—rich and poor—want our children to be known in school, to be nurtured and inspired there.

The National Service Trust Act does not directly remedy this problem, but it can both ease the condition and bring some new hope to overworked teachers and neglected children. Volunteers join schools' staffs, increasing the numbers of caring adults who work with children, tutoring them, taking them on field trips, talking through their problems with them, caring for them and letting the children know that they are cared for.

Such volunteers work directly with the professional staff, not displacing them but significantly extending their reach. One sees this activity today in myriad programs of mentoring such as those organized, for example, by businesses such as IBM in a number of communities across the country; by programs run by college undergraduates such as the Swearer Center's South Bronx project in New York City; by the nationally burgeoning Summerbridge effort which provides summer programs for middle schoolers; or of direct work in classrooms such as that orchestrated by organizations such as the Volunteers in the Providence (Rhode Island) Schools (VIPS).

These are very worthy projects. They work. We need more of them; and we need the legitimization as well as the support of them that this Act of Congress can provide.

Simply, we need to increase the numbers of caring adults—and indeed caring young people—to do well by children, to encourage them, to teach them, to inspire

them, to know them. Each of us—each child especially—is someone. That specialness, with all its possibilities, needs to be nurtured, not only because such nurturance is kind but because to do otherwise means a tragic waste of human potential, a waste which eventually is visited upon us all.

Second, the renewal of an ethic of civic responsibility in this country—a key purpose of this Act.

Such responsibility, of course, starts with you and me, not with our children. How we act, the generosity and decency and empathy that we resonate will be the first step in the resurgence of the values upon which a sensible and sensitive democracy rests.

This Act speaks to what some younger folk or retired folk may do to symbolize as well as to address the commitment of the Nation to meet its unmet responsibilities. But it is how we act beyond merely testifying or authorizing or appropriating or administering that will count. The youth of this country are watching us, especially as to how we respond to the values inherent in this Act. Our personal commitments to our own unequivocal and generous service to the people of this Nation—especially those people who are at the troubled fringes of economic and social life in our midst—will send a very powerful and necessary message. There is more to this Act than its mere passage.

There is power to be drawn from the difficult work of generosity. The power emerges from our struggle to comprehend the struggles of others, to understand what it is to be frightened or lonely or in pain or bereft.

There is wisdom that comes from seeing close-in the anger and violence of some of us, to smell daily the odors of desperation and futility, to stare hopelessness in the face. Such is the human condition, yes; but it is also the human condition to try to ameliorate it, to collectively address such miseries insofar as they can be addressed. When so addressed there will be victories; and from such victories—the child who catches on, the adolescent who sees another way to live than through threat, suspicion and violence, the handicapped person who sees a new source of strength—does an appreciation of service emerge. The volunteer sees it, and is strengthened. So are those affected by the volunteer; they may follow, indeed, in her footsteps. And the community sees it. (One marvels at the heads turned in Boston as its City Year volunteers pass proudly by, identified by their emblazoned t-shirts.)

Voluntary service—simple human generosity—is contagious. Let us provoke a contagion, with this Act and with our own personal commitments.

Such surely sounds horatory, even saccharine. It is meant to be neither. Public service communicates better when seen, not merely asserted. The ethic of civic responsibility is best observed. There will be nothing horatory in the seeing.

Finally, the Act's interest in "reinventing government." I can most usefully address this from my vantage point as a participant in high school reform.

The curse of the current American secondary school system starts from its impersonality—the daily schedule of six or seven periods, with class after class taught by teachers whom most of the students know all too little, the course of study chopped up into incongruous bits, none of which is tied together, and a system which reinforces this intellectual chaos with its credentialling and assessment systems. Little of this routine touches most of the students very much—and their performance shows it. The youngsters are made to march through a regimen to which most adults would quickly object and which no serious educating institution in the society—business, the military or the stronger universities—has ever copied; its often mindless inefficiency is obvious and demonstrable.

How is this Act to be used to help that growing number of able and committed educators and citizens who are attempting to change their high schools, indeed to reinvent them?

Two ways are obvious. First, the presence of volunteers in a reforming school will ease the load on the professional staff there, allowing them to take the time to craft their "better" school. Second, if State authorities both favored "reforming" schools for volunteer assignment and deliberately concentrated several of them in each such school, the effect would be immediate. The "people" resources would be there; and the very important public "signal" of support for reform would be transparent.

A further gain would be the inspiration for the volunteers arising from working alongside the most courageous and determined of school folk and their allies in the communities. It would, simply, recruit them to the continuing task. The Act could, then, aid in adding to the supply of long-term reform-minded careerists in education. If government—and its services—are to be reinvented, it will be folks such as these, at the grassroots, who will do the reinventing.

What the Act represents is a fresh step forward—the first, not the final step—in reasserting the alliance of the American people and their government to the working of a decent and constructive society.

Mr. REED. Thank you very much, Dr. Sizer.

I have been informed that we have a vote pending right now, so, once again, we would ask your patience as we recess to go to the House floor to vote and return.

Thank you, Dr. Sizer. I see some of your handiwork, because my girlfriend is the principal of Broad Street Elementary School in Providence, and the Brown Mentor Program is an important part of that school and making the contributions you speak of.

But thank you, and we shall return.

[Recess.]

Chairman FORD. [presiding] Ms. Fraley, are you ready?

Ms. FRALEY. Yes, I am.

Chairman FORD. All right. You may proceed in any way you wish.

Ms. FRALEY. Thank you, Chairman Ford, for allowing me an opportunity to speak this afternoon on the importance of incorporating service learning into the education of all American youth.

As a 30-year veteran in teaching, I have worked with students from early elementary grades through senior year high school. For the past 10 years, I have taught English during the class day and have been involved with student leadership in extracurricular activities outside of the class day. For the past 4 years, I have been faculty advisor of the Class of 1993 of Romulus High School in Romulus, Michigan.

Community service is a concept that is hardly new. Doing for others without hope for personal gain or monetary acknowledgement should be a quality of a well-rounded, mature person and citizen. It is something that must be learned. Giving to one's community needs to be taught and experienced. As our schools are the hub of most communities, service to the community would seem especially well-suited to the teaching and learning environment.

Some students may be active with their families in the good works performed by church groups. However, many have had little experience in giving of themselves to their community. Working for free is for some a very foreign concept.

The school setting can provide an organized, motivated approach. It can provide peer approval and become a highly effective conduit between willing volunteers and organizations within the community that are willing to provide meaningful opportunities for community service. A strong foundation of service learning, as experienced as part of the school curriculum, can have a lifetime effect.

A teacher, counselor, and/or administrator can motivate, but good intentions are seldom enough. Real community exists when all persons and age groups within that community structure interact positively with one another. Service learning most definitely needs to be incorporated into the curriculum so that all students may be part of this hands-on approach.

Frequently, community service benefits both giver and receiver. After our senior class sponsored its second annual breakfast for senior-aged citizens of the community in January of this year, our new friends decided to provide a scholarship for the member of the

Class of 1993 planning to pursue a health-related career. These senior citizens will host a senior olympics in August. They expect hundreds of eager participants. Our students have already begun to ask where they can sign up to help.

Our older citizens are thrilled with the attention they have been shown. Our students are pleased that they are appreciated and that they have a chance to help others. Our students have involved themselves in recycling and "Crop Walk" projects for their home community. On a broader scale, participation in a nationwide project, the annual "WalkAmerica," sponsored by the March of Dimes, has brought recognition to our school as the school with the greatest amount pledged twice in the last 5 years.

A service learning curriculum would greatly benefit our students as they prepare themselves to become productive and responsible citizens. The involvement of the entire school community, students, staff, administrators, community organizations and community members, will actually benefit everyone.

Thank you.

[The prepared statement of M. Gail Fraley follows:]

**STATEMENT OF M. GAIL FRALEY, TEACHER, ROMULUS HIGH SCHOOL, ROMULUS,  
MICHIGAN**

Mr. Chairman and members of the committee:

Thank you for allowing me an opportunity to speak this morning on the importance of incorporating service learning into the education of all American youth.

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Frequently, community service benefits both giver and receiver. After our senior class sponsored its "second annual" breakfast for our senior-age citizens of the community in January of this year, our new friends decided to provide a scholarship for a member of the Class of 1993 planning to pursue a health-related career.

These senior citizens will host a Senior Olympics in August. They expect hundreds of eager participants. Our students have already begun to ask where they can sign up to help. The older citizens are thrilled with the attention they have been shown, and the students are pleased that they are appreciated and that they have a chance to help others.

Our students have involved themselves in recycling and "Crop Walk" projects for their home community. On a broader scale, participation in a nationwide project, the annual WalkAmerica, sponsored by the March of Dimes, has brought recogni-

tion to our school as the school with the "greatest amount pledged" twice in the past 5 years.

A service-learning curriculum would greatly benefit our students as they prepare themselves to become productive and responsible citizens. The involvement of the entire school community—students, staff, administrators, community organizations and community members—will actually benefit everyone.

**Chairman FORD.** Thank you very much.

**Mr. Tom Dolan.**

**Mr. DOLAN.** Mr. Chairman, members of the committee, thank you for the opportunity to testify today.

I have served as the director of an adolescent psychiatric hospital, school counselor at a residential facility for disadvantaged adolescent youth, director of a regional day treatment program, middle school principal, and currently I am the high school principal at Romulus High School in Romulus, Michigan. The seamless web connecting all these experiences is my belief that the proactive participation of the students is the most critical component in restructuring our schools to be competitive for the 21st century.

Our community, like communities across the country, is experiencing complex social, economic, and educational problems that cannot be fixed by unilateral action. Communities must become an umbrella of social resurgence where all participants play an active role in the resolution of its problems.

The underutilization of the youth in a community must be reversed so that they become engaged participants in the community in the identification and resolution of these problems. To continue to delay their guided involvement in this process is an unwise use of our finest product.

As you are aware, the current structure of American schools is being constantly debated. The model that encouraged regurgitation of isolated facts is being appropriately challenged as qualified for today's youth. Mark Twain once said, "I have never let my schooling interfere with my education."

Given the complexities of today's world, the competing priorities for funding, and the limited resources, it is imperative that we begin developing a cadre of student foot soldiers that can successfully negotiate the complexities of their peer group and channel their energies into constructive community service.

The service learning model, which has been supported by the Serve America Program of the National and Community Service Act of 1990, is compatible with our direction. It allows for the application of student knowledge to the real world and provides for an authentic assessment of the results. The delivery is much more demanding for both the student and the instructor. It should not be considered a quick fix or a convenient fad for today's educational problems. It holds considerable promise for tomorrow's schools but must be implemented in a carefully planned fashion.

I was pleased to note that the National Service Trust Act continues to support the Serve America Program and would allow support for service learning coordinators and staff professional development. These components will be critical if we are to successfully realize the transformation of students to citizens.

Our students have become too complacent, perhaps disenfranchised. A new paradigm must be developed that redefines the stu-

dent-teacher relationship. A new student-teacher relationship offers meaningful learning opportunities in a classroom that has been expanded to include the community.

We have enjoyed a successful relationship with the business community in Romulus. Business leaders have stepped forward to actively involve themselves with our students. We recently completed an innovative program in which 20 business leaders spent 3 days videotaping job interviews, providing a reality check for graduating seniors. These videos were then individually reviewed with each student to assist them in assessing their skills for transition into the world of work.

It has become clear that business wants workers who can work as a team, collaborate on problems, and achieve consensus in a decisionmaking process. These are skills that are currently not totally integrated into our educational approach. The expansion of the classroom setting into the myriad of opportunities offered by the natural community will provide the teaching and testing grounds for our students to develop these skills and attitudes.

The Serve America Program is an important vehicle for expanding the classroom and making communities places of learning. Through a Serve America grant from the Michigan Department of Education, we have redesigned our leadership class to incorporate a strong emphasis on service learning. We have initiated a community-based advisory group of community leaders in the city, school, and social agencies.

We plan on mutually identifying a number of community projects in which students and the adults of that community can collaborate on the identification and implementation of programs that can positively influence the community. We have planned a 3-day leadership camp where the process will culminate in an action plan. We anticipate that this will solidify the intergenerational priorities, allowing for a mentor-student project that will be lasting and significant in its impact.

In addition to our Service America grant, Romulus High School has been fortunate to receive supplemental funding through other State and Federal grants to pilot numerous student service learning programs. We have successfully incorporated a school-based health clinic in our school through this program, directed by Kate Conway.

We have implemented an innovative student-directed peer educational program called TAP, which teaches other students and community agencies about the dangers of AIDS. These students have been extremely influential in impressing upon their peers the precautions necessary to prevent the spread of this incurable disease.

We recently received funding to initiate a teenage pregnancy program. The model will duplicate the TAP program in which students will educate their peers through a series of presentations and active participation.

We successfully incorporated a cross-peer tutoring, peer conflict resolution, and mentoring program. Cross-peer tutoring is provided after school every night and recently has been expanded to include a Saturday academy. The results have been significant in that both the tutors and tutees have shown substantial growth. Both conflict

resolution and the mentoring program are integrated into our curriculum.

We recently received funding through the Close Up Foundation to become one of three schools in the Nation to initiate a series of discussions in our community regarding peace and conflict. This program will challenge the students to become actively involved in multiple ways to benefit the community. Organizations like Close Up can be important resources to local school districts in establishing comprehensive service programs.

In closing, I want to thank the committee for providing me with the opportunity to speak to you regarding the advantages the Serve America Program will bring to our community. I would also like to thank the Close Up Foundation for making our trip to Washington possible.

The spirit of Serve America may be best summed up in the old adage, "What I gave, I have. What I spent, I have. What I kept, I lost." I believe we have a reservoir of energy, captured in our students, willing and ready to play an active role in today's society.

Thank you.

[The prepared statement of Thomas Dolan follows:]

Testimony before the  
Committee on Education and Labor  
National Service Trust Act of 1993  
May 19, 1993

Thomas Dolan, Principal  
Romulus High School, Romulus, Michigan

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Mr. Chairman and Members of the Committee:

Thank you for the opportunity to testify today. I have served as a Director of an Adolescent Psychiatric Hospital, school counselor at a residential facility for disadvantaged adolescent youth, Director of a regional day treatment program, Middle School principal, and currently I am the high school principal at Romulus High School in Romulus, Michigan. The seamless web connecting all these experiences is my belief that the proactive participation of the student is the most critical component in restructuring our schools to be competitive for the 21st century.

Our community, like communities across the country, is experiencing complex social, economic and educational problems that cannot be fixed by unilateral action. Communities must become an umbrella of social resurgence where all participants play an active role in the resolution of its problems. The under-utilization of the youth in a community must be reversed so that they become engaged participants in the identification and resolution of these problems. To continue to delay their guided involvement in this process is an unwise use of our finest product.

As you are aware, the current structure of American schools is being constantly debated. The model that encouraged regurgitation of isolated facts is being appropriately challenged as qualified for today's youth. Mark Twain once said "I have never let my schooling interfere with my education." Given the complexities of today's world, the competing priorities for funding and the limited resources, it is imperative that we begin developing a cadre of student foot-soldiers that can successfully negotiate the complexities of their peer group and channel their energies into constructive community service.

The serving learning model, which has been supported by the Serve America Program of the National and Community Service Act of 1990, is compatible with our direction. It allows for the application of student knowledge to the real world and provides for an authentic assessment of the results. The delivery is much more demanding for both the student and the instructor. It should not be considered a quick fix or a convenient fad for today's educational problems. It holds considerable promise for tomorrow's schools, but must be implemented in a carefully planned fashion.

I was pleased to note that the National Service Trust Act continues to support the Serve America Program and would allow support for serving learning coordinators and staff professional development. These

components will be critical if we are to successfully realize the transformation of students to citizens. Our students have become too complacent, perhaps disenfranchised. A new paradigm must be developed that redefines the teacher-student relationship. A new student-teacher relationship can offer meaningful learning opportunities in a classroom that has been expanded to include the community.

We have enjoyed a successful relationship with the business community in Romulus. Business leaders have stepped forward to actively involve themselves with our students. We recently completed an innovative program in which twenty business leaders spent three days videotaping job interviews, providing a reality check for our graduating seniors. These videos were then individually reviewed with each student to assist them in assessing their skills for transition into the world of work.

It has become clear that business wants workers that can work as a team, collaborate on problems and achieve consensus in the decision-making process. These are skills that are currently not totally integrated into our educational approach. The expansion of the classroom setting into the myriad of opportunities offered by the natural community will provide the teaching and testing grounds for our students to develop these skills and attitudes.

The Serve America Program is an important vehicle for expanding the classroom and making communities places of learning. Through a Serve America grant from the Michigan Department of Education we have redesigned our Leadership class to incorporate a strong emphasis on service learning. We have initiated a community-based advisory group of community leaders from the city, school, and social agencies. We plan on mutually identifying a number of community projects in which students and the adults of the community can collaborate on the identification and implementation of programs that can positively influence the community. We have planned a three-day leadership camp where the process will culminate in an action plan. We anticipate that this will solidify the intergenerational priorities, allowing for a mentor-student project that will be lasting and significant in its impact.

In addition to our Serve America grant, Romulus High School has been fortunate to receive supplemental funding through other state and federal grants to pilot numerous student service learning programs. Over the past four years we have:

- We successfully incorporated a school-based health clinic in our school. Through this program, directed by Kate Conway, we have implemented an innovative student-directed peer educational program (T.A.P.), teaching other students and community agencies about the dangers of AIDS. These students have been extremely influential in impressing upon their peers the precautions necessary to prevent the spread of this incurable disease.

- We recently received funding to initiate a teenage pregnancy program. The model will duplicate the T.A.P. program in which students will educate their peers through a series of presentations and active participation.
- We successfully incorporated a cross peer tutoring, peer conflict resolution, and mentoring program. Cross peer tutoring is provided after school every night and recently has been expanded to include a Saturday academy. The results have been significant in that both the tutors and tutees have shown substantial growth. Both conflict resolution and the mentoring program are integrated into our curriculum.
- We recently received funding through the Close Up Foundation to become one of three schools in the nation to initiate a series of discussions in our community regarding "Peace and Conflict." This program will challenge the students to become involved in multiple ways to benefit to the community. Organizations like Close Up can be important resources to local school districts in establishing comprehensive service programs.

In closing, I want to thank the committee for providing me with the opportunity to speak to you regarding the advantages that the Serve America Program will bring to our community. I would also like to thank the Close Up Foundation for making our trip to Washington possible.

The spirit of Serve America may be best summed up in the old adage, "What I gave, I have. What I spent, I had. What I kept, I lost." I believe we have a reservoir of energy, captured in our students, willing and ready to play an active role in today's society.

Chairman FORD. I'm sorry. I have to apologize again to the witnesses. There is another vote underway on an across-the-board cut in the competitiveness bill out of our sister committee, the Science and Technology Committee.

We do not have the problem on the House side of the filibuster that you see on television when you watch the other body. The way a filibuster is carried on over here is to offer an endless number of nonsensical, time-wasting, and taxpayer-money-wasting amendments, and then call for roll call votes to put all members on the spot. I don't like it, and you have no reason to like it. You have no reason to be proud of a government that lets itself get into this kind of gridlock.

The ranking Republican on the Science and Technology Committee didn't get what he wanted in the committee. This bill has been on the floor 2 days before this. It's going to probably not be finished today. And he's going to bring it down one way or another, not on the merits, but by using the privileges he has as a Member of the House to organize this barrage of nonsensical amendments. I will go waste some more time voting against a nonsensical amendment.

Mr. SAWYER. [presiding] Our next witness this afternoon—I almost said "this morning," just like the Chairman—is Andrea Brown, who is a student at Romulus High School in Romulus, Michigan.

Welcome, Andrea. It's a pleasure to have you here.

Ms. Brown. Thank you.

Mr. Chairman and members of the committee, thank you for giving me the opportunity to speak this afternoon.

My name is Andrea Brown, and I'm an 18-year-old senior at Romulus High School. I have served as class president for 3 years. In 3 years, I have had the opportunity to become closely involved with teachers and administrators. I have been involved in a number of community activities that I will address during this testimony. As a result of my volunteer work, I received five scholarships for the college of my choice, as well as a recipient of the William D. Ford Medal of Merit for Outstanding Youth—1992.

As a competitive high school senior learning how to prosper in the high-tech world, helping others has become important to me. Through my lessons I have learned that continuing my education and helping others can become helpful to me and others in the future. An education will enable me to deal with the economic and social problems of our society more efficiently.

Attaining a college degree or license to perform a skill has always been important to me. I have always looked forward to receiving a college education. A college education, whether it be a vocational, community college, or university education, will help me become prepared for the jobs of the future.

In preparing for college, I have tried to be an all-around person. I have always pushed myself to help others. Helping others has always been in the forefront of my mind. It has helped me become a better individual. I have also met many challenges of life through community service.

The community services I have been involved in include: Youth Choir director at Star of Bethlehem Temple; participant in March

of Dimes "WalkAmerica"; Lou Rawls Parade of Stars; "Crop Walk for Hunger"; Class of 1993 Annual Senior Citizens Breakfast; selling Goodfellow newspapers; a collector for recyclable products at the Inkster Complex Recycling Center; preparing Thanksgiving baskets for the needy; singing Christmas carols at convalescent homes; selling tickets and running games at the Bryant School Fair for the Developmentally Handicapped; distributing toys for children at Heritage Hospital; running games at a community Halloween party; and reading to preschoolers every 2 weeks with the National Honor Society.

Implementing the National Service Act into a K through 12 curriculum would help students gain leadership and teamwork abilities that will make them feel confident about helping others. Also, the hard work and dedication needed to participate in community activities will grow in each student with continued participation. Each quality they gain will lead them to a better way of living.

Becoming involved in activities will keep them away from the streets of rage and violence. Being interested in more quality ways to spend time will focus them on the things that lie ahead of them instead of things that could lie behind them.

Administering volunteer service programs for needy college students will be an asset to communities. The programs would help students learn how to give back to their community the things it has given to them. Through each activity they will gain leadership and teamwork abilities that will enable them to succeed in the work field.

The national service and student loan initiative would enable college students to have more time to pay off their loans. The extended time would allow them to pay off the loan easier and efficiently. It would also give them a chance to get settled in their chosen field of work. They would not have the worry of becoming financially unstable their first year out of college because of loans to be paid.

In many communities, participation and recruitment by people for service programs has decreased. The youth of today do not deem it necessary to support many community activities. Offering them money to further their education would increase their awareness of things in their community.

It would also offer needy college students an easier way to earn money. They will not be subjected to work at low-paying jobs to earn money. Instead, they will be able to offer their brilliance, creativity, and energy to the community. They will not be subjected to staying out of college 1 year to earn money to attend. Their volunteerism, in exchange for continued education, will help them fulfill their dream of becoming the best they can be.

In conclusion, I would like to thank the committee for providing me with the opportunity to speak. The Serve America Program is a giant leap forward in creating a solid world for the youth of today.

[The prepared statement of Andrea Brown follows:]

STATEMENT OF ANDREA BROWN, STUDENT, ROMULUS HIGH SCHOOL, ROMULUS,  
MICHIGAN

Mr. Chairman and members of the committee:

Thank you for giving me the opportunity to speak this morning. My name is Andrea Brown and I am an 18-year-old Senior at Romulus High School. I have served as Class President for 3 years. In 3 years I have had the opportunity to become closely involved with teachers and administrators. I have been involved in a number of community activities that I will address during this testimony. As a result of my volunteer work, I received five scholarships for the college of my choice as well as a recipient of the William D. Ford Medal of Merit for Outstanding Youth—1992.

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In many communities participation and recruitment by people for service programs has decreased. The youth of today do not deem it necessary to support many community activities. Offering them money to further their education would increase their awareness of things in their community. It would also offer needy college students an easier way to earn money. They will not be subjected to work at low-paying jobs to earn money. Instead, they will be able to offer their brilliance, creativity, and energy to the community. They will not be subjected to staying out of college 1 year to earn money to attend. Their volunteerism in exchange for continued education will help them fulfill their dream of becoming the best they could be.

In conclusion, I would like to thank the committee for providing me with the opportunity to speak. The Serve America Program is a giant leap forward in creating a solid world for the youth of today.

**Mr. SAWYER.** Thank you all very much.

Andrea, what did you do in your spare time? That is an enormous inventory of community activity. You could be a walking program all by yourself.

Let me turn right now to Mr. Reed, who has another hearing he has to attend at 3 o'clock, and I know he wants to have his opportunity now.

**Mr. REED.** Thank you, Mr. Chairman.

I want to also commend all the witnesses for your excellent testimony, particularly Andrea. Your eloquence and poise was something that escaped me at the age of 18. So you're far ahead of the curve.

There are a couple of issues, I think, that permeate this entire discussion of national service. One is, to the extent that we will be competing for scarce resources, do we have to somehow take special pains to ensure that lower income Americans would qualify for some of these national service programs? One fear would be, if there is no reflection of income, that some people might qualify for national service and go off and do it but, in fact, have the resources themselves to go to school and to pay their way.

I just wonder if anyone has comments about that on this panel. I would open it up to anyone on the panel for observations or comments, perhaps.

**Ms. Fraley?** Dr. Sizer?

**Mr. SIZER.** I think we should keep in mind, if I read the proposed legislation accurately, that there are three constituencies here. The volunteers are only one. The people being served is a second. And the third is this more generalized notion of the institutions of government, the institutions of society which are to be reinvented.

I strongly believe that the arguments for participation in this program on the part of volunteers are the same arguments of those of us who served in the Armed Forces, and I think the egalitarian notion, everybody—everybody—can serve and is treated the same way and gets the same basic subsistence allowance, and so forth.

But the second constituency, who is going to be served, it seems to me it's there that one looks at the most distressed communities and the folks in most difficulty.

Third, this third constituency is connected to the first two. How can the volunteers, of whatever socioeconomic class themselves, be involved in the reshaping and the making more powerful, if you will, the institutions that serve the less affluent citizens among us?

So, I find it difficult to see this Act as just a college aid act or just a community service act or just a reinvention of American institutions and the reassertion of the values of generosity act. It seems to me one of its geniuses is that these are woven together.

**Mr. REED.** Another question I raise is that there is some, I don't know if "concern" is the right word, but certainly there is a question that has to be raised whether or not we can create or generate the types of meaningful work that would justify the investment of resources of this scale. I know this is modest when you look at the many problems we have and also the thousands and thousands of American young people, and not so young people, who might qualify. But that's certainly a concern.

Having yourselves been close to the communities, your comments about the types and the effectiveness of being able to find the right jobs for these people, I wonder if you have a comment on that?

**Mr. SIZER.** Well, I think, if you gave me a week on the phone, I could place 5,000 to 10,000 volunteers just in the school. So, no, I

don't see that as a problem. How these young people or retired people can be most used in those schools is a certain initial pressure on the schools themselves. But just in the formal system of public education, I see a very dry sponge waiting for some water.

Mr. DOLAN. I think the collaboration that this would encourage and allow between the adults in the community and the students in the community, particularly high schools, would lead to the restructuring that I think is so desperately needed in the high schools. That's not talked to much in this bill, but I think the island, if you will, that allows students to go out into the natural world and to experience the application I think is a critical part of this bill.

Mr. REED. Let me just follow up with one final question, because I do have to go to the Judiciary Committee. The orientation for high school students, I presume, would be to qualify for aid going forward into college or technical school or some type of vocational school.

There has been some discussion around the issue of national service that perhaps the approach should be not for those people sort of earning credits to go to school, but recognizing people who have gone to school, have a skill, if you will, and could be used to sort of relieve them of already incurred debts. I just wondered about your comments and your thoughts about those range of issues?

Again, all of this is premised on this battle for resources between—we only have so many dollars. Do we spend it to sort of take people who have technical training, relieve them of their college expenses, and send them into places that need technical expertise, or do we look down and say let's—there's a whole group of people coming up. If we can let them do some service, earn their way, then go to school—

Mr. DOLAN. I would support the latter, the group coming up. I think, again, we don't talk to the portions of the grant that really help promote the facilitation of students becoming part of the learning process and the serve process.

Mr. SIZER. My view is we should get some experience with it. I know the committee is going to track this on an annual basis, and I think the flow, how it works out, we're going to know a lot better how to answer that question in a couple years.

Mr. REED. Thank you, Mr. Chairman. I do have to excuse myself. Thank you.

Mr. SAWYER. Thank you. I only heard Dr. Sizer's testimony and Andrea's testimony. But let me ask a question that has been of particular interest to me in a wide variety of service programs. You've all spoken in one way or another about the way in which this would be useful in an educational setting; is that correct?

Mr. SIZER. Right.

Mr. SAWYER. One of the real compensations on every level, whether we're talking about 17-year-old entry level immediately out of high school, or college-age students, or graduates who are going back, is the notion of credentialing.

I apologize if you've discussed this in your testimony, but could you talk about the kinds of credentials that might well come out of

the experience that participants on various levels might be able to expect?

Mr. SIZER. I can see, let's say, a 26-year-old physics major from a strong college being a volunteer in a school which has no physics majors on its faculty. I can see that young person given, as part of a team, a lot of responsibility. If that person stayed for 2 years, working very closely with veteran teachers and bringing to bear her knowledge of physics into the conversation, I can see an intelligent school of education giving that student credit for student teaching on the say-so of the veteran teachers.

Mr. SAWYER. That's precisely the kind of thing I'm thinking about. We have a terrible demographic problem in the workforce of our schools in many parts of the country. We clearly have problems with specific disciplines and bringing qualified, by coursework, teachers into those classrooms. We have particular difficulty matching those skills up with the credentials necessary and the training and experience necessary to teach effectively in the classroom.

Mr. SIZER. Just to add another example, which is a poignant one for many of us who live in cities such as Providence, where large numbers, relatively large numbers of students are coming into our public schools from South Asia, particularly, who speak languages which none of us teachers speak. These are young people from Laos and Cambodia, coming through the Thai refugee camps, often orphans themselves and often illiterate in their own languages.

Now, I've seen wonderful schools where the school districts have hired older people in those communities who themselves may have no credentials at all, simply to be a bridge for those young people. I can see those adults with no credentials at all. I don't know exactly how it would play out, but they are wonderfully successful in providing a bridge for these otherwise terrified kids.

Mr. SAWYER. Well, it need not only be graduate physicists. The absence of credentialing, in terms of meeting child care needs in community after community all across this country, is a particular problem. We can talk about child care in highly disciplined, supervised settings, but for the largest number of people across this country, child care comes in a neighborhood setting where it's a friend or a quasi-grandmother or any of a number of others.

The capacity to provide an experience that could be credentialed in skills as fundamental as child care could add enormously to the economic capacity and to the service that a Nation where the numbers of families where there are no nonworking parents at home is growing so fast that it has become a cliche to talk about it.

Mr. SIZER. Your committee will be looking at the reauthorization of the Elementary and Secondary Education Act and the administration's initiatives for young children, very young children. Also, you'll be hearing much more than you have already about the nutritional demands and broader demands of very young children and for expectant mothers.

Here's where these various initiatives could be wonderfully woven together, the kind of thing you're talking about can lock in to what I hope emerges in the way of a coordinated and comprehensive approach toward mothers and young children.

Mr. SAWYER. Andrea, just briefly, what are your plans? Where do you go from here? My point being, is this the sort of thing that could have a place in your future? Tell us about your plans first, that you know about for sure.

Ms. BROWN. I plan to attend the Southern University and A&M College in Baton Rouge, Louisiana, where I'll be involved in a 5-year, dual degree program in chemical engineering.

Mr. SAWYER. Wow. Are you looking forward to it?

Ms. BROWN. Yes.

Mr. SAWYER. It seems to me, if you were to have an opportunity to put those skills that you'll have after 5 years to work, it would be wonderful for the Nation in any community that you might be in. Best of luck to you.

Ms. BROWN. Thank you.

Mr. SAWYER. We will have questions that we may be submitting to you for writing. We appreciate you being here this afternoon. Most of all, we're really grateful for your patience through the course of a very long day.

Let me invite our fourth panel to join us at the witness table.

Before we begin, Mr. Schubert, I understand that you're from here in Washington. Can I assume that you can be a little more flexible on your time than some of the others who need to catch airplanes? I understand our friends from Ann Arbor are operating against a fairly tight schedule.

Dr. Elliott?

Ms. ELLIOTT. We'll be flexible.

Mr. SAWYER. You can be flexible. I appreciate that. Well, then, let me begin by suggesting that we turn first to the witnesses from Michigan.

The panel is made up of Richard Schubert, who is the president of the Points of Light Foundation; Dr. Barry Checkoway, who is the representative of the School of Social Work at the University of Michigan; Ms. Maureen Hartford, who is vice president for student affairs at the University of Michigan; and Dr. Peggy Gordon Elliott, who is the president of the University of Akron.

Dr. Checkoway.

**STATEMENTS OF BARRY CHECKOWAY, SCHOOL OF SOCIAL WORK, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICHIGAN; MAUREEN A. HARTFORD, VICE PRESIDENT FOR STUDENT AFFAIRS, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICHIGAN; RICHARD F. SCHUBERT, PRESIDENT, POINTS OF LIGHT FOUNDATION, WASHINGTON, DC; AND PEGGY GORDON ELLIOTT, PRESIDENT, UNIVERSITY OF AKRON, AKRON, OHIO**

Mr. CHECKOWAY. Thank you, Mr. Acting Chairman.

My name is Barry Checkoway, and I'm a professor of social work and urban planning at the University of Michigan where I also chair our university's task force on community service learning, which gives support to thousands of graduates and undergraduates serving in community agencies throughout Southeastern Michigan.

I'm submitting my full statement for the record, so I can be brief here and will try to do so.

Mr. SAWYER. As with the previous panels, let me just one time announce to all the witnesses that your entire testimony will be included as part of the record, and you can feel free to summarize as it suits your purpose.

Mr. CHECKOWAY. Thank you very much. My testimony can be summarized in a single sentence, that the research on community service shows that service has positive impacts on the young people who participate and on the communities they serve. This conclusion is based on research in a number of academic disciplines and professional fields, a very broad-based literature, and also the basis of a national study that we've conducted in the last 2 years, made possible by the W.K. Kellogg Foundation.

The research focuses on two areas and, in brief, the first area is school-based service. School-based service is a process of learning in ways which serve the community. It involves internships, group service projects, volunteer opportunities, professional practica, et cetera. The assumption is that students learn best when they serve in the community and then reflect upon what it is that they've done and generalize from the experience.

For example, elementary school students might work in a soup kitchen and discuss the causes of poverty; or secondary school students might identify a hazardous waste site in the area and do a needs assessment in the community and then write a term paper on the project; or college students might conduct a study in a local neighborhood, develop a new housing proposal and make the proposal to the local city planning commission and then, as a result, will take part in a seminar on a regular basis to be able to discuss the findings.

The studies in the literature show that school-based service such as this strengthen student learning and academic achievement. There are a number of different measures of this, and the studies all show uniformly that students gain in factual knowledge, conceptual understanding, ability to solve problems, their motivation for going to school, and the grades that they receive.

A recent study at the University of Michigan, by Gregory Marcus and Jeffrey Howard, showed that students in an undergraduate course, who were divided into two groups, one that did work in the community, the other than did work in the library on similar topics, that those that did work in the community attended more classes, perceived that they learned more from the experience, and got better grades at the end of the course.

Other research shows that school-based service provides students with new substantive knowledge and practical skills, hands-on information, that it affects the lifelong social responsibility and civic values of young people, and that this is lifelong, because there are actually research studies that are of extensive time periods. There's one study in the literature that shows that 30 years after service in an undergraduate situation, those who served in the community were far more involved as citizens in later life than were those who didn't serve while they were in school.

Finally, that school-based service involves students in meeting critical needs. A number of people already testified that here.

The other research focuses on community-based service, focusing largely on community-based organizations in which people organize

and plan programs for young people at the community level. These community-based initiatives are increasing in scope and quality in the United States, including in New York where young people are rehabilitating housing for homeless families; in Minneapolis, where young people are reaching out to gangs and challenging the forces of poverty in the community; in Selma, Alabama, where young people are forming groups for civil rights; and in Los Angeles, where young people are operating a citywide out-of-school newspaper across the city.

These initiatives show, and again there's extensive research on the topic, that participation in community-based service can increase social interaction, strengthen self-esteem, strengthen social support, and develop new kinds of confidence and competence in ways that some of the earlier witnesses have testified here.

The personal benefits can have particular impacts on at-risk young people. In Chicago's Cabrini-Green housing project, for example, the very well-known Jesse White Tumbling Team offers young males, who otherwise might be involved in gang-related activities, a structured environment in which to explore their skills and to work together, and that follow-up studies of this group and groups similar to this in Detroit, in Chicago, Los Angeles, Boston, and other cities, have shown that these types of involvements provide many important social supports in later life.

Finally, that these initiatives can contribute to community development as well. A well-known case is the Youth Action Program of East Harlem, which enables young people to plan programs, to rehabilitate abandoned housing for homeless families in the neighborhood at the same time as the participants earn their high school diploma and then prepare for employment opportunities.

The graduates of this program have not only developed extraordinary skills by the process of their service but, in addition, have gone on to form a for-profit construction company in East Harlem, which is now among the largest construction companies of its kind. All of this started with service in a community-based organization that was out of school.

The initiatives vary from place to place, but generally these initiatives are taking place in economically underserved and socially oppressed communities. Some of the earlier discussion about the distribution of opportunities, at least in the literature, has shown that they tend to do best in communities that are economically underserved, and that the resources, the human resources that go into these programs are far in excess of some of the benefits that are received in terms of service stipends. They show that, when young people become active participants rather than passive recipients of services, they can alter their personal lives and build healthier communities.

In closing, again I'd like to reiterate that the research shows that community service has positive effects, both on the young people and on the communities that they serve, that I think it would be mistaken to expect young people to shoulder the burdens of community problems whose causes and solutions are beyond their reach. Our society could make a serious mistake in having undue expectations for the results of some of these programs, but the

young people have a right to participate and a responsibility to serve, and this will be supported by this program.

So, thank you for your time, and I'd be pleased to answer any questions.

[The prepared statement of Barry Checkoway follows:]

## STATEMENT OF BARRY CHECKOWAY

Mr. Chairman and Members of the Committee, my name is Barry Checkoway. I am a Professor of Social Work and Urban Planning at the University of Michigan, where my research and teaching focus on community planning and community development. I also chair our Task Force on Community Service Learning, which supports thousands of undergraduate and graduate students in service learning in Southeastern Michigan.

The national service program promises to expand educational opportunity by involving young people in community service in schools, colleges, and community-based organizations. I am here to say that these initiatives are strongly substantiated by research on the subject.

My testimony can be summarized in a single sentence: Research shows that community service has positive effects on the young people who participate and on the communities they serve.

This conclusion is based upon research in several academic disciplines and professional fields, including a national study of community-based youth programs supported by the W. K. Kellogg Foundation. I will briefly summarize some of the research on school-based service and community-based service.

#### School-based service

School-based service is a process of learning in ways which serve the community. It combines school and community through volunteer opportunities, group service projects, field placements, student workshops, and reflective seminars. It assumes that students learn when they serve the community, reflect upon their experience, and derive general principles for future application.

For example, elementary school students work in a soup kitchen and discuss the causes of poverty. High school students identify a hazardous waste site near the school, study its dangers, propose new legislation, and write term papers on their experience. College students assess neighborhood needs, prepare revitalization plans, and make recommendations to the city planning commission, while also attending a weekly seminar on campus.

School-based service strengthens student learning and academic achievement. Studies show that students gain in factual knowledge, understanding of concepts, ability to solve problems, motivation to coursework, and the grades they receive. Recent studies at the University of Michigan (by Gregory Markus, Jeffrey Howard, and David King) show that students who serve get better grades than those who spend time in the library. One group of students in a political science course prepared a term paper requiring library research, while another provided community service in community agencies. Students who worked in the community attended more class sessions, reported higher ability to apply principles, developed greater awareness of problems in society, and earned higher average grades than the students who worked in the library.

School-based service provides students with new substantive knowledge and practical skills. Unlike education in which the teacher lectures to listening students, service learning offers experiential hands-on learning situations with students as active participants in the process. Learning activities provide practical problem-solving and program planning experiences, apprenticeships and on-the-job training, mentoring and role modeling, and other activities to develop "real world" life skills for the future.

Practical skills can enhance economic productivity. In Belle Fourche, South Dakota, students work with business groups and turn school classes into small town development. In rural North Carolina, for example, students learn entrepreneurship and business management by developing their own businesses in cooperation with local institutions and by operating their own enterprises which enhance the local economy.

School-based service strengthens the lifelong social responsibility and civic values of young people. In contrast to students who sit in silence and accept community problems as given, service learning students raise questions about issues, identify root causes of problems, and formulate strategies for improvement. As a result of service, some show a personal transformation based on social values which last a lifetime, as shown by studies of adults who participate in community service projects in high school and who demonstrate higher levels of community involvement 30 years later than adults who did not engage in community service.

School-based service involves students in meeting critical community needs. Students serve in neighborhood centers, tutor in schools, provide food at soup kitchens, remind parents to immunize their children, involve residents in environmental projects, and address poverty and racism as forces in society.

For example, Students Educating Eachother about Discrimination (SEED) of Ann Arbor, Michigan, is a group of teenagers who educate themselves and younger children about discrimination. SEED students assessed racial attitudes in the schools, formulated an action plan, and built community support for the program. Today they train more than 100 facilitators for work against discrimination in the middle schools, while meeting weekly to reflect upon themselves. They learn in ways which serve the community, and are not alone in the field.

#### Community-based service

Community-based service enables people to organize and plan programs for youth at the community level. It includes efforts to enhance education, employment, environment, housing, health care or other community systems. It promotes the well-being of youth by providing tangible benefits and increasing their involvement in the process.

Community-based service initiatives are increasing in number and capacity. In Young People as Community Builders, a new report funded by the W.K. Kellogg Foundation and published by the University of Michigan, Janet Finn and I describe out-of-school efforts by young people to plan programs and create community change, including these:

New York youth are rehabilitating housing for homeless families (Youth Action Program of East Harlem);

Minneapolis youth are reaching out to gangs and challenging the forces of poverty (The City, Inc.);

Indianapolis youth are assessing local needs and awarding grants to community youth projects (Youth as Resources);

Selma, Alabama youth are forming leadership groups for civil rights (21st Century Youth Leadership Network);

Los Angeles youth are operating a citywide newspaper (LA Youth).

These initiatives produce positive personal benefits for the young people who participate. In contrast to the pattern of alienation among some youth, these initiatives increase social interaction, strengthen self-esteem and social support, and develop confidence and competence. These benefits cannot compensate for poverty or racism, but they build capacity nonetheless.

Young people report personal benefits as a result of their participation. "The center has never let me down and gives me a feeling of security and unity," said one youth at the Latin American Youth Center in Washington, D.C. "Because of the center I have been able to accomplish many things which have helped me to be a better leader," said another. "We get a sense of pride and importance, something teenagers don't get anywhere else," said another. "The program gives me a reason to live, something I didn't have before."

Personal benefits have particular importance for at-risk youth. In Chicago's Cabrini-Green housing project, for example, the Jesse White Tumbling Team perform in the community, offering young males alternatives to the gangs in the neighborhood. The project provides structure and discipline, a sense of personal identify, and social support unavailable elsewhere. Studies document similar benefits for youth in Boston, Detroit, Chicago, Los Angeles, and other cities.

These initiatives contribute to organizational capacity-building. It is difficult for young people to plan programs when adults treat them as deficits or when institutions frustrate their participation. However, these initiatives involve people in setting priorities, formulating plans, and taking responsibility for implementation. They create a mechanism for organizational leadership, project management, and participation in decision-making. In an arena dominated by adults, these initiatives build new capacity.

These initiatives contribute to community development. For example, Youth Action Program of East Harlem enables young people to plan programs that rehabilitate abandoned buildings while also completing their education and preparing for employment. Young people serve on the governing body and make policy and budgetary decisions for the program. When construction is complete, the buildings become permanent housing for the homeless, program participants graduate to nonsubsidized jobs, and the neighborhood is improved as a result. Program graduates have formed a for-profit construction company which enabled them to profit from their construction skills and to become one of the largest construction companies in East Harlem.

These initiatives vary from place to place, but generally operate in communities that are economically disadvantaged or socially oppressed. They show that when young people become active participants (rather than passive recipients or services) they can alter their personal lives and build healthier communities. They are increasing nationwide, and would benefit from legislation like this.

In closing, research shows that community service has positive effects on young people who participate and the communities they serve. School-based service strengthens student learning and meets community needs. Community-based service increases the involvement of youth and creates community change. Young people should not be expected to shoulder the burden of community problems whose causes and solutions are beyond their reach, but they have a right to participate and a responsibility to serve the community.

Mr. Chairman, thank you for your time and consideration. I would be pleased to answer any questions you might have.

Mr. SAWYER. Thank you.

Ms. Hartford?

Ms. HARTFORD. Thank you, Mr. Acting Chairman.

Mr. SAWYER. I don't know where this acting chairman business came from. This is the first time I've heard this here today. It's true, at least don't tell Mr. Ford otherwise, but you don't have to use the entire phrase if you don't want to.

Ms. HARTFORD. Thank you, Mr. Sawyer. I'd also like to thank the other members of our panel for their flexibility in allowing us to catch a plane. I will try to summarize the key points that I would like to make for the committee.

First of all, the University of Michigan supports the National Service Plan, as you can probably tell by our presence here today. John Kennedy announced the Peace Corps from the steps of the student union at the University of Michigan, and students from the University of Michigan have been vitally interested in the Peace Corps since its inception. I believe that the University of Michigan and its students would be critically involved in the National Service from its inception.

Our support stems from our belief that it's basically a good investment of our time, of our energy, and of our funds. Part of our responsibility as a public university, we believe, is to make access to higher education to qualified students, regardless of their ability to pay. We believe that the National Service will assist in that goal.

One of the obstacles in the path of college-bound low-income and middle-income students is the amount of debt that they must incur to finish their education. The loan burdens of bachelor's degree students are too high. For example, an undergraduate, in-State resident, at the University of Michigan leaves with an average \$8,000 in debt. The National Service Plan can help eliminate that debt, thereby expanding our student's options.

Another part of our responsibility that I think we've neglected for too long as a public university is that we're supposed to be educating citizens. We believe citizens of the 21st century in the United States must be involved in some of the country's major crises such as poverty, crime, and illiteracy. We also believe the National Service gives our universities a framework from which we can educate our students about the real needs of this country.

The University of Michigan has almost 30 years of experience with two academic programs designed to enhance service learning, the two programs of students who study from a psychological or sociological perspective. They spend about 9 to 10 hours a week in a community agency working in areas such as preschool education, mental health, and health care. The two programs generate over 70,000 hours of community service a year and involve over 2,000 students each year.

We believe these programs have strengths. They allow students to experience a different way of learning, experiential learning. They let them test their career interests. They motivate students to become a part of the solution of community problems. They strengthen our relationship as a university to our community. They have solid research and evaluation components.

While I'm proud of these University of Michigan programs, I think they also have weaknesses. They demand a time commitment of 9 to 10 hours a week extra outside of class of students who participate, and they have a problem attracting low and middle income students whose out-of-class time is now dedicated to earning their way through school.

We think the National Service Program would extend the programs that we've been working on for 30 years at the U of M and would address some of the problems and weaknesses we have seen. We think that the National Service in colleges and universities can work as partners. The University of Michigan was very interested, and still is, in being a part of the National Service pilot program, the Summer of Service Program.

With our partners in southeast Michigan, we spent some time identifying real need and real work opportunities for students who wanted to participate in the Summer of Service, definitely in places like Detroit and Ypsilanti, with agencies that provide food for the hungry, preschool education, and academic support for at-risk middle school children.

We urge you to move forward with the National Service Plan and to consider including a connection with colleges and universities, a research and evaluation component to the plan, and an emphasis on service learning.

Thank you for listening, and I'd be happy to answer any questions.

[The prepared statement of Maureen Hartford follows:]

## STATEMENT OF

## MAUREEN A. HARTFORD

Mr. Chairman and Members of the Committee, my name is Maureen A. Hartford. I am the Vice President for Student Affairs at the University of Michigan. I am pleased to appear before you today, on behalf of the University of Michigan, to discuss the importance of creating a National Service Plan.

I have worked directly with high school and college students since 1972. I continue working with them because my interactions with students are a constant reaffirmation of hope and enthusiasm. I am here because I support the President's National Service Plan as an initiative to involve current and prospective students as service-oriented citizens.

It strikes me that this Committee is examining a fundamental question: "Is National Service a good investment?"

1. Is it a good investment to create a collaboration among students, service agencies, businesses, communities, and colleges to address unmet needs in education, the environment, and public safety?

Yes, because the best solutions to our national concerns on issues such as poverty, crime, and illiteracy, will involve partnerships. The National Service Plan suggests that those partnerships are intergenerational and include business, higher education, service agencies and state, local and federal government.

2. Is it a good investment to increase access to higher education by reducing the debt load on our lower and middle income students?

Yes, because low and middle income students are just as eager to participate in national and community service as their more affluent colleagues. All that hinders them is their need to work to pay off their debts. The National Service Plan removes this obstacle.

3. Is it a good investment to encourage our youth to get involved in problem solving around some of our country's major crises (poverty, crime, illiteracy)?

Yes, because this generation of college students is increasingly interested in national and community service and is looking for opportunities to become community members actively addressing local problems.

At the University of Michigan, we have gathered data on a recent freshman class and found that 55% of our entering students were involved in community service as high school students. In a class of 4,600, over 600 had volunteered in hospitals, over 800 volunteered in programs for the disabled, and over 1,000 were involved in other forms of community service. This data is born out nationally by a continuing study conducted by the Institute of Social Research at the

University of Michigan. This study annually examines the attitudes and activities of a national sample of high school students. The survey of the class of 1992 found that 68% of those students were involved in community service.

My enthusiasm for the National Service Plan is strengthened by my belief that if carefully designed, this Plan could build in aspects of learning through service, which is a form of pedagogy that enhances academic learning. The University of Michigan provides several highly successful programs integrating academics and community service. Project Outreach is a program within the Psychology department that began in 1966. Undergraduate students enroll in one of eight sections of Psychology 211, focusing on areas such as preschool education, mental health, and juvenile justice. They typically work 9-10 hours a week with an agency and meet in seminars to discuss their experiences and their readings on the course topic. This course enrolls 800-1,200 students per year and generates over 40,000 hours of community service a year. A second, similar course, Project Community, began in 1970 in the Sociology department. Students elect seminars focusing on health care, chemical dependency, criminal justice, and education. Project Community enrolls 800 students per year and generates over 30,000 hours of community service a year. The University also supports the Office of Community Service Learning, which connects interested students to these opportunities, and helps place students who are interested in service without the academic component.

The strengths of these programs are that they:

1. allow students to experience a different way of learning (experiential)
2. enable students to test their career interest
3. motivate students to become part of the solution for their communities' problems.
4. strengthen the relationship between the University of Michigan and its surrounding communities.

While I am very proud of these programs, they have weaknesses. These include:

1. a demanding time commitment from students (an additional 9-10 hours per week outside of class)
2. an assumption that low and middle income students who must work to pay for education (or pay off loans) can participate as easily as more affluent students.

The information that I have shared with you thus far is based on survey data and on 30 years of course evaluation from the University of Michigan. To put this in more human form, I would like to share the story of one student whose service has made an impact on her local community. Jen Bastress just graduated from the University of Michigan with a degree in nursing. She came to Ann Arbor with a need to become involved in her community. During her first two years,

she did a lot of direct community service work with the homeless and tutoring children. Jen spent hours with her friends, discussing ways to attack the roots of the problems she was seeing. She and her friends did a little research, located a high school in Detroit with the lowest high school graduation rate region, met with school officials and wrote a successful grant to the Kellogg Foundation to sponsor a conference of students, their parents, school officials, business, and community leaders. The goal of the conference was to engage them all in intensive mentorship and community building—based on participation and investment by all in the value of education. The conference had a very large attendance, the community is now committed to improving graduation rates, and Jen has created an on-going relationship between the students of the University of Michigan and that high school as her legacy. The community service learning Jen participated in gave her the framework...she did the rest.

The University of Michigan is interested in the National Service Plan because it extends the programs we have been developing and supporting for 30 years. The Plan addresses both the needs of our country and the needs of individual students who are increasingly burdened with educational loans. For example, the average loan burden of in-state, undergraduate students graduating from the University of Michigan is \$8,000.

If the National Service Plan is approved, the University of Michigan is ready to help. We and our partners in eastern Michigan have expressed an interest in serving as one of the pilot sites for the program and we remain interested. We found real work for students in Detroit and Ypsilanti in agencies that provide food for hungry infants, that provide preschool education, and that provide academic support for at-risk middle school children. We know there is need in our communities for service, interest on the part of our students, and willingness on the part of our universities to get involved. What we need is the framework to make this happen.

Mr. Chairman, thank you for your time and consideration of these ideas. I would be happy to answer any questions you might have.

Mr. SAWYER. Thank you both. I'm going to proceed with questions, and then you can be excused and go on. You've heard the concern expressed, and I think it's shared widely across this panel, that we assure diversity in program participants, particularly with regard to a university setting, the problem that you described with regard to better-off students crowding others out of a program.

Do you have any thoughts on how we might assure that there be full equity of access on the one hand, and to make sure that we don't displace dollars that might otherwise be going to meet the needs of students who have fewer financial resources in order to provide this opportunity to those who have more?

Mr. CHECKOWAY. I think part of the challenge is, where will the recruitment of participants take place. The point that has been discussed and the conclusion that has been drawn on this issue has been based on the assumption that the recruitment of participants will come largely from those who are in colleges or going to colleges or to universities.

I think that if you read the legislation closely, that really is only part of the recruitment for this. School-based learning, drawing on schools and colleges, is certainly one part of it, but there's also emphasis placed on volunteer and service opportunities within community-based organizations in some of our most underserved communities.

There's nothing to prevent the strong recruitment of participants through community-based organizations who then, as a result of their service, might also be challenged to move into educational opportunities.

So I think that really there's been a problem in the way this has been thought about, and that if we begin thinking about the community-based—

Mr. SAWYER. Or written about. Maybe not thought about in its preparation, but certainly written about in some of the portrayals.

Ms. HARTFORD. I'd like to add to that, that I believe there are a tremendous number of low and middle income students who are also leaving higher education with heavy debts who would love to have an opportunity to go back and work for the communities from which they came, but they don't feel that that's an option, that they have to start paying off loans, especially if they're considering going on with their education in graduate school, because there they are just talking about increasing the debt load again.

I think there are a tremendous number of students from all income levels who would like to have some time to give back, who would like to take a time out from education—that gives them some time to do some interest testing in their own careers—who would love to take advantage of this. I think it cuts across all socio-economic classes.

Mr. CHECKOWAY. If you look at the opportunities for service around the country, through schools and colleges as well as in community groups, I think it's very different than the image that often people in this body have of participation of upper middle class youth who are going to private universities on the east coast.

It's a very different image, I think, that develops, based largely on the type of testimony that often comes before this body. I think

if you look broadly across the United States, we might find a very different situation.

Mr. SAWYER. Well, fortunately, we have had both of you here today, and we have the folks who are sitting next to you who speak of precisely the kinds of settings that you're talking about. Let me just add one comment to what you have suggested here.

I really think that one of the places we lose large numbers of kids is not when they're getting out of high school and contemplating going to school and having to pay back the costs, but kinds of decisions that are presented to kids in ignorance in the 7th, 8th, and 9th grades when they take coursework, general math and others, that precludes them from easy access to unqualified entry to the most affordable institutions in this country because they did not believe they could afford it when those decisions were made.

Trying to prepare middle school counselors to overcome some of those perceptions is difficult enough when you're dealing with programs that look complex, and about which there is very little publicity at that level in terms of loans and grants. But the understandability of the opportunity to have service programs in addition to the others doesn't supplant the need for a sound grant program supplemented by a loan program, instead of the other way around, but it adds to it and gives real hope, I think, to students at a time when they are making, sometimes, career decisions as young teenagers.

Thank you very much for being here. We will probably submit additional questions to you and look forward to your responses.

Ms. HARTFORD. Thank you very much.

Mr. CHECKOWAY. Thank you.

Mr. SAWYER. Let me recall that our next two witnesses are Mr. Richard F. Schubert, who is the president of the Points of Light Foundation, certainly an entity that has received enormous credit and high profile in the last 4 years; and a particular friend of mine, Dr. Peggy Gordon Elliott, who is our new president at the University of Akron, who comes to us from northwestern Indiana where she brought with her a reputation for real concern and commitment to not only urban universities but the role of universities in an urban setting and the breadth of constituencies that such institutions serve. It was a pleasure to attend her inauguration less than a week ago, and we welcome you here today.

Mr. Schubert, do you want to begin? If there's no time crunch, we'll just take it in the order in which it was presented on the original panel listing.

Mr. SCHUBERT. Thank you. I have had the privilege of appearing in this room on a number of occasions back in the 1970s. In fact, I look up at the portrait of Gus Hawkins, and I was then serving as what today is known as the Deputy Secretary of Labor, and remember he, in fact, put me through the drill a number of times as did his predecessor, Carl Perkins.

Today, however, it's an equally privileged appearance for me to represent an organization, Mr. Chairman, that is dedicated and committed to raising people power across the country for the most critical problems that we face in society.

Mr. SAWYER. I'm just sorry to be denying you Bill Ford in that great pantheon of—

Mr. SCHUBERT. I recognized that earlier. But as long as you're here and he's not here, I'm going to call you Mr. Chairman. It makes sense to me.

I have come from a very different set of backgrounds than a number of the witnesses today. I come to speak not only as the former government official but a private business executive with Bethlehem Steel, and then had the privilege of serving for almost 7 years as president of the Red Cross before I came to the Points of Light Foundation.

I want to start by saying I fully support the President's initiative. I believe that this significantly advances the Nation's commitment to community service as an essential ingredient in building the civic capacities of our population and the problem-solving potential of the communities.

Now, in as much as the testimony that I've submitted will be inserted in the record, I thought I would do something very different. I've been taking notes during the course of the hearings today, and I would like to make some comments about the major points that were made during the course of the earlier testimony, some of which was not, perhaps, made as definitively as I might have liked, and in other cases, perhaps a little different perspective.

I support this legislation because I believe there is a significant possibility of creating lifetime volunteers among the young people who are so engaged. At the Points of Light Foundation, we support the full spectrum of volunteering. We believe that it's terribly important to create in the minds of children in early childhood experience the notion and culture of volunteering, and that that life-time commitment should continue to the grave.

We believe that young people need to be introduced as early as possible and as intensively as possible, and we believe that albeit a relatively small number, the young people who are engaged in community service in a program like this are very likely to continue to understand the problems of their community and become leaders in the nonprofit caring community-based organizations. We think that that's a very significant value.

Secondly, we believe that these young people will engage in a form of service learning. A couple of my fellow panel members talked about the importance of service learning. We concur with that. It's possible to build civic capacity, and we think that's another great value of this legislation and, obviously, to help meet critical needs.

Dr. Sizer talked about the critical needs in education, but in addition to that, there are critical needs with respect to homelessness and housing, where indeed a one-to-one relationship is required to turn people's lives around. These young people can be a part of that change process.

We believe that this is a very important, significant, and cost effective investment in human capital. It's a kind of double social utility. It involves young people in service and in return promises to help them defray at least a part of their education. Hence, the American public get at least two or three benefits from every dollar invested.

Then, something that hasn't been touched on, it, we believe, is a significant framework towards building a public-private partner-

ship. I believe that the business community is extraordinarily receptive to the importance of being personally involved today as well as creating a climate among their employees towards community service, in part because of the problems that they are realizing in developing a satisfactory workforce, and in part because of the drain of resources in the community away from infrastructure rebuilding into more prison cells, et cetera.

I think that this is a good step towards building a public-private partnership, and it is an investment in that kind of partnership.

Three or four observations about this particular model that has been suggested by the administration. First of all, it's a decentralized model. I like that. I think it makes sense. In fact, I would suggest that since two-thirds of the resources will be distributed through the States by guidelines to be developed predominantly by the State commissions.

If, indeed, those State-commissioned representatives believe that there ought to be some kind of a tilt toward disadvantaged through a means test or whatever, they are perfectly free to do that. So, to some extent, that's a red herring argument.

Now, it can be argued that at the Federal level, the Federal programs should also have a tilt toward disadvantaged. As I read the legislation, there is a clear recognition of the importance of providing slots to disadvantaged, but that obviously could be weighted in the regulations and guidelines.

Second, what's very important to us at least is that this legislation does not focus solely on youth. The effort to bring action together with the commission and reduce some of the overhead and the bureaucracy and thereby funnel more resources, for example, to senior citizens in their role as volunteers, it seems to me is a laudatory objective. We should do nothing in the way of public policy that would discourage anyone in the spectrum of life from volunteering, and we should do nothing that should discourage people to volunteer for "free."

By the way, that's a little bit of a spurious argument, too. The fact is that many of these young people will be volunteers in the traditional definition that the Red Cross has used for volunteers, in the sense that they make a significant personal sacrifice of something that they could achieve for their own personal aggrandizement if they weren't volunteering.

A young person who has a fair amount of capacity could make more than \$5,000 or \$5,000 plus 15 percent or 85 percent of health insurance in a year of service. So, for many of these young people, they will be at least partially volunteers, just the way Wendy Cop's Teach America young people are volunteers, in the sense they undertake to take hazardous teaching assignments for less remuneration than they might get otherwise.

We don't want to do anything, however, to discourage people from volunteering without any remuneration. For example, Big Brothers/Big Sisters would tell us that 11 percent of all of their mentors are college age young people who currently get no compensation. I don't believe this legislation will have that deleterious effect. I believe that the President, in his pronouncements in respect to this legislation, is encouraging all of us to step forward.

It seems to me that there's one other very essential element in this model, and that is that nonprofit users will be encouraged to prepare themselves for the absorption of these young people. We, at the Foundation, are doing something called the changing of the paradigm project, which relate to optimization of volunteers.

The fact is that many users of volunteers don't optimize their talents. We have to enhance significantly the utilization, the user friendliness, of nonprofit caring agencies. This legislation will provide planning grants and assistance to nonprofits to prepare to absorb these young people.

Finally, I don't believe this is an entitlement program in any proper definition of entitlement, and it's certainly not CETA revisited. I happened to be Deputy Secretary of Labor at the time that CETA was passed and had responsibility for their early implementation.

CETA was, in fact, a job creation bill for disadvantaged based on block grants to mayors and municipalities with some strings but not many really attached. This is a very different kind of legislation. I don't think the comparison stands scrutiny.

Given then, finally, the beneficiaries, beneficiaries to enhance service in the community, the young people whose capacity to care is increased and whose awareness of community programs is enhanced, it seems to us that this is legislation that ought to be adopted. Thank you.

[The prepared statement of Richard Schubert follows:]

## TESTIMONY

Richard F. Schubert  
President and Chief Executive Officer  
The Points of Light Foundation

I am pleased to be here to present my views, as president and chief executive of The Points of Light Foundation, on the President's national service initiative. In my judgment, this proposal significantly advances the nation's commitment to community service as an essential ingredient in building the civic capacities of the American people and the problem-solving potential of their communities.

It is important to begin by emphasizing the fact that the Foundation is a nonpartisan private organization. To be sure, we were launched during the previous Administration, with the benefit of strong support from former President Bush. However, from the very outset, the intention was to design an organization that would endure by transcending political labels. We have done so:

- by creating a Board of Directors comprised of leading citizens representing a variety of political perspectives within the American mainstream,
- by hiring a skilled staff who reflect that same diversity, and
- by developing a strong program agenda aimed at long-term success in fulfilling our mission of motivating leaders

of organizations throughout society to mobilize their members for community service.

It is an important and positive sign of the times that community service is on rise. Not only can Independent Sector report continued growth year-after-year in the number of Americans volunteering their time, but the political world, where decisions get made about what kind of society we want, is paying ever more attention to the potential role of community service in strengthening citizenship and addressing critical unmet needs that cannot be satisfied effectively in any other way. This interest was evident in President Bush's focus on "points of light". It is now, through President Clinton's national service initiative, being taken to the next level of concern and attention. Democrats and Republicans alike should join in supporting the evolution of community service from something that is "nice to do" to something that is at the heart of what it means in our society to be a citizen of the republic.

The proposed national service initiative represents what social policy experts might call a form of "double social utility." It seeks to involve young people in service to their communities and in return promises to help them defray at least a substantial part of the cost of their college education. Thus, not only do we, the American people, get the benefit of their service, but we also gain from a better educated population. This is the way social policy ought to be made whenever it can be. I hope it reflects a

basic principle which every member of this body can support.

The focus on young people, I think, is significant and right. In my judgment, it would be a mistake if the President's plan concerned only America's youth. While young people are at the center of this proposal, that is within a scheme which recognizes that community service must become a lifetime pursuit of each and everyone of us--young, old, and the vast population in between. By involving young Americans in service to the community on a full- or part-time basis, we take a crucial step in the development of such a lifetime commitment. In our own work at the Foundation, I have been surprised at how often I come across active adult volunteers who note that they had their formative service experiences early in their lives. By directing federal resources primarily at the promotion of youth community service, we put those resources where they can have the largest long-term payoff for the country. Quite possibly, many of tomorrow's leaders--including members of Congress--will be those who during their youth participated in one of the opportunities created by the national service initiative.

Whether that happens will depend, of course, on the kinds of service that participants in the program perform and under what conditions. Here, the designers of the national service initiative have, I believe, displayed a good deal of wisdom. They have assiduously avoided the "we invented it here first" syndrome. Rather than creating a new program out of whole cloth, the

initiative seeks to build on what already exists at the state and local levels. In this respect, it is a mainly decentralized undertaking within broad federal parameters. That is probably the only way in which a national service program can succeed. The ethic of service cannot be imposed on people from above. It must arise naturally within the community where it occurs. The President's initiative provides a way of stimulating, and not forcing, that local action. Preserving this decentralized approach, and thus, keeping to a necessary minimum the federal controls that must be exercised over the program, is, in my view, absolutely essential.

As you know, The Points of Light Foundation is included in the President's proposal. We bring to this effort both our expertise in volunteerism and, perhaps more importantly, our nationwide association with volunteer centers and corporate volunteer councils. These entities form a central part of the private, local infrastructure that will be needed to make the national service initiative a reality at the community level. Volunteer centers and corporate councils have been growing in number and sophistication during the past decade, and are now, by and large, poised to be effective catalysts for the creative involvement of citizens, including youth, in hands-on community service. I have included with my testimony a copy of our most recent annual report in order to give you more specific sense of our activities and growing capabilities.

I want to close these brief remarks by urging you to view the national service initiative as a special partnership between the public and private sectors. Community service, by young people or, for that matter, any group, is not something that can be strengthened or broadened by the government alone. Nor is it something that can achieve necessary critical mass if supported solely by private and sporadic investment. Great things are possible through community service if, and only if, the public and private sectors join forces. The President's initiative, I believe, creates a framework within which this partnership can take place. While the program will surely undergo change as it traverses the legislative process during the next few months, I do hope that you will preserve this feature, as well as the other basic characteristics I have been able to touch on in my statement.

Mr. SAWYER. Thank you very much for your testimony. We, I gather, are running up against the vote clock again. Let me turn to Dr. Elliott, and I think we'll have enough time to get through your testimony. I just want to alert you that I may have to leave to go vote after your testimony. Go right ahead.

Ms. ELLIOTT. Thank you very much. As you know, I am Peggy Gordon Elliott, the president of the University of Akron. I appreciate the opportunity to speak before the committee today on the topic of national and community service, especially with respect to the recently introduced National Service Trust Act of 1993.

I think you have to go to vote.

In these views, I think it's very important to tell you that I am representing 13 higher education associations, but I am also personally representing a student named Faith and thousands of others like her. Faith is blind. She is an African-American student, and she is a single parent. She was a student on my campus.

I got to know her very well, and I want to tell you a brief story about her which will make clear why she needs to be represented at this committee as well. Faith came to me one day to explain that she did not want to seem ungrateful, but she was not going to accept a gift of a Thanksgiving dinner for her daughter and herself from a women's fund.

She explained that by being very careful, she had been able to save enough for a special dinner for her child. I told her I understood, but I asked her to promise me that she would let me know if she ever really needed help. Faith promised, and she kept that promise.

Late in her senior year, she came to me and asked if the women's fund might be able to provide her \$125 to buy a small used refrigerator. She had shopped carefully and a used refrigerator could be bought and delivered for that amount. Faith explained that she had not had a refrigerator her entire time in college because they usually cost about \$100. But now her daughter was getting older and it was harder and harder to keep fresh milk for her without one.

I am speaking today for Faith who is one of those students for whom \$100 transfer out of Pell Grant support, for whatever purpose, however worthy, is going to make a real difference. I am also speaking for her because I know that the members of this committee have been among the best friends that Faith and students like her have had in this Nation.

Mr. Chairman, Acting Chairman, I am aware that there is a lot of confusion about the position of American higher education's leadership on the National Service Trust Act. I would like to address that confusion forthrightly. Some have implied that, because a number of college and university leaders have expressed concern about proposals to cut the funding of need-based student aid at the same time that new funding is being targeted to national service activities that we, in higher education, oppose President Clinton's service legislation.

That is not true. As one of the most outspoken of these leaders, I can tell you that we do not oppose public service. What we oppose, and oppose strongly, is taking dollars away from those programs that serve our neediest student, Faith and those like her, while

funding a new program that will offer educational assistance to many students who perhaps have no financial need.

Our views can be summarized as follows. It is not the President's national service legislation but the President's fiscal year 1994 budget request for student financial assistance that fails to pass muster. A resolution which has been attached to my written statement, adopted by the Board of Directors of the American Council on Education, its May meeting, describes the elements on which our support for the National Service Trust Act is based.

Many of you remember that the higher education community vigorously opposed past legislative proposals that would have replaced the current array of Federal need-based student aid with a system that made such assistance contingent on participation in national service.

However, the legislation which is before you is entirely different in its intent and approach. In this bill, the administration, we believe, seeks to provide those students who are interested in or able to avail themselves of the opportunity to participate in federally-sanctioned service activities with an additional means of defraying college costs.

The organizations associated with this statement commend the National Service Trust Act, and we believe it deserves your support. We support both the concept presented in the legislation and the objectives it seeks to achieve.

We're going to move over a little to save some time. For over a century, universities in this country have encouraged service on the part of their students. There are few, if any, who do not have numbers of programs in which students can provide voluntary service.

Nor is service a new topic for the Congress either. In 1990, a Congressional Budget Office paper on this topic noted that national service has been the subject of legislative interest for at least two decades. The CBO paper also alludes to a wide variety of rationales for national service legislation that are not mutually exclusive, but which dictate starkly different legislative approaches and funding levels.

The dominant motives for service legislation include a desire to benefit society, desire to benefit the participants, or a desire to use sacrifice on the part of youth as a tool to instill a sense of civic obligations. The findings and purposes section of the National Service Trust Act addresses predominantly the need to benefit communities and the Nation as a whole through the provision of service to meet unmet needs.

In addition, it focuses on benefits to participants. Wisely, we believe, it avoids including in this mix the third rationale, a requirement of sacrifice on the part of each individual. Why is this important? First, it suggests that the activities sponsored by the legislation would be funded under the rubric of the Appropriations Subcommittee on HUD-VA Independent Agencies.

This jurisdictional assignment is of critical importance to assure that competition for scarce investment resources does not materialize predominantly in the Labor-HHS Education Subcommittee to the detriment of the Nation as a whole and disadvantaged students like Faith, whom I described to you earlier, in particular.

As a Nation, we still have a long way to go in removing the barriers of income and educational disadvantage from college attendance. We have an even longer way to go toward enabling all our citizens to enjoy the benefits of full participation in the economic life of this country. This is the unfulfilled promise of need-based student aid.

Second, this new bill more sensitively acknowledges the new reality of students on our campuses today who are already, not unlike Faith, making great sacrifices to gain the education they need to support themselves and their children. A major design flaw in past legislation, and one of the reasons for our objection, was to assume that the target population was the 18- to 24-year-old.

Mr. Chairman, it is not only Gidget who goes to college anymore, a fact that you commented on in a 1989 article in the Chronicle of Higher Education. In that piece, you observed, "It obviously makes no sense to tell a 24-year-old mother of two who wants to study part-time while holding a job and receiving student aid, that she has to take a subsistence-wage job for a year or two in order to receive Federal aid. Yet, such a student is much more the rule than the exception."

On our campus, we refer to these students today as the new majority student in higher education, because, around the Nation, indeed that's what they are. Of the 22,755 undergraduate students on the main campus of my university, more than half of them, over 11,600 students, would be considered nontraditional.

These are students who are over 25 or who are under 25 but did not go to college immediately after high school. Among them are 9,400 students who go to school part-time because they have interrupted their education and returned to college and must be independent and work their way through school.

Let me tell you about three of these students who fit my profile I've described. These are not Faith but four other students. One is a woman, age 37, with very limited child support. She is raising three children, ages 14, 11, and 10. This year she is a senior and will earn a degree in elementary education.

She may be able to avail herself of an integrated service-learning teaching experience once she graduates, but she could not have attended college at all without the Federal financial aid that has given her the opportunity to acquire this education.

Another student is a 29-year-old freshman who has three children, ages 11, 8, and 7. She is now unmarried and has no child support to help pay college bills and support her children. She works at three separate jobs. She is majoring in nursing, and when she completes her degree, she would find it difficult, if not impossible, to participate in national service. But without Federal need-based student aid, this young woman would not be in college today, and neither she nor her children would have accrued that benefit.

Mr. Chairman, these are not abstract composite cases. These are real students with real names and real families. They attend my institution. Any college president can tell you about similar students at their school. On behalf of these students, we applaud the legislation's allowance for child care, but we note our disappointment that such care would be afforded only to those who are able

to engage in service activities on a full-time basis. We would urge that this be modified to include part-time participants as well.

The first priority of the American Council on Education has been to insure that adequate need-based student aid is available to help students pay their college bills. Sadly, the student aid proposals of the Clinton administration would cut the financial awards to many of these students.

The Pell Grant shortfall, the elimination of many independent students from the Pell Grant program, the funding cuts for Work-Study, Supplemental Grants, and Perkins Loan programs, and the elimination of the State supplemental incentive grant program do not paint a favorable picture for access to higher education for these students whom we call the new majority.

Make no mistake, the Clinton budget will eliminate financial aid awards for many students. Even a \$100 cut is large indeed to that mother of three already working three jobs to make ends meet. College and university officials are strongly supportive of national and community service, but we will strongly oppose anything that would increase competition for the already scarce student aid dollars.

We believe the national and community service should be seen as a priority in its own right and should not be funded at the expense of need-based student aid. Thus, we believe it is important to emphasize that the National Service Trust Act is not and must not be seen as a student aid program.

Unfortunately, some in the administration have painted with a broad brush a picture of national service as a means to college access. It is true that a small number of college students with college bills will be helped, but it will never help the millions of students who now receive Federal financial assistance.

Moreover, since any national service program will serve a broad range of individuals from a variety of backgrounds with a variety of means, it will not target scarce resources on the financially neediest students.

In fact, if it is funded at the same time that existing student aid programs are weakened, a new national service program will decrease, not increase, college opportunities.

Mr. Chairman, the members of this committee and you personally, have been the strongest supporters of need-based student aid in the Congress and the best friends of these students I've described. The higher education community is and will remain grateful for your support and your concern.

We urge you, as you consider this new legislation, to make certain that the establishment of a National Service Program does not lead to funding cuts in the tried and the true programs that are helping the college students I mentioned earlier and millions of others just like them who want to participate in higher education and in the economic life of their country.

I thank you.

[The prepared statement of Peggy Gordon Elliott follows:]

TESTIMONY TO THE  
COMMITTEE ON EDUCATION AND LABOR  
UNITED STATES HOUSE OF REPRESENTATIVES

MAY 19, 1993

PRESENTED BY:

DR. PEGGY GORDON ELLIOTT, PRESIDENT  
UNIVERSITY OF AKRON

GIVEN ON BEHALF OF:

American Council on Education  
American Association of Community Colleges  
American Association of State Colleges and Universities  
Association of American Universities  
Association of Community College Trustees  
Association of Catholic Colleges and Universities  
Association of Jesuit Colleges and Universities  
Council of Independent Colleges  
Hispanic Association of Colleges and Universities  
National Association for Equal Opportunity in Higher Education  
National Association of Student Financial Aid Administrators  
National Association of Independent Colleges and Universities  
United Negro College Fund

**Mr. Chairman and Members of the Committee:**

I am Peggy Gordon Elliott, president of the University of Akron. I appreciate the opportunity to speak with you this morning on the topic of national and community service, especially with respect to the recently introduced National Service Trust Act of 1993. In these remarks, I am representing the views of 13 higher education associations.

Mr. Chairman, I am aware that confusion seems to exist regarding the position of the higher education community on the National Service Trust Act. I would like to address that confusion forthrightly. Some have implied that, because a number of college and university leaders have expressed concern about proposals to cut the funding of need-based student aid at the same time that new funding is being targeted to national service activities, we oppose President Clinton's service legislation. That is not true. As one of the most outspoken of these leaders, I can tell you that we do not oppose public service. What we oppose -- and oppose strongly -- is taking dollars away from those programs that serve our neediest students while funding a new program that will offer educational assistance to many students who don't have financial need.

Our views can be summarized as follows: It is not the President's national service legislation, but the President's fiscal year 1994 budget request for student financial assistance that fails to pass muster. A resolution (which is attached to this statement) adopted by the Board of Directors of the American Council on Education at its May meeting describes the elements on which our support for the National Service Trust Act is based.

Many of you remember that the higher education community vigorously opposed past legislative proposals that would have replaced the current array of federal need-based student aid programs with a system that made such assistance contingent on participation in national service. However, the legislation before you is entirely different in its intent and its approach. In this bill, the Administration seeks to provide those students who are interested in and able to avail themselves of the opportunity to participate in federally sanctioned service activities with an additional means of defraying college costs. The organizations associated with this statement commend the National Service Trust Act, and we believe it deserves your support. We support both the concepts presented in the legislation and the objectives it seeks to achieve.

The National Service Trust Act represents an attempt to appeal to the better instincts of all Americans, students among them, to engage in service to their communities. This concept has been a basic tenet of American higher education throughout its history. Our first colleges were private institutions founded to educate ministers and leaders for the colonies. In the early 19th century, teacher colleges were established to meet the needs of a growing public school system, and in the mid-19th century, land-grant institutions were established to bring the

agricultural and mechanical arts to the people. Community colleges grew in the 1960s as a specific response to the needs of local citizens.

Today, colleges and universities across the country are making even greater efforts to serve their own communities and to encourage their students to experience such service as an obligation of citizenship. This movement has been developing for decades. For example, campus YMCAs were launched in the 1880s at institutions such as the University of Virginia and the University of Minnesota. Phillips Brooks House, a community service organization run by students at Harvard University, has been in existence for roughly 80 years. Since 1967, the Brevard Community College Lab Schools, aided by student volunteers, have pioneered ways to promote parental involvement and other approaches to helping at-risk, disadvantaged children.

More recently, in 1983, the Campus Outreach Opportunity League was created by a recent college graduate. The organization now works to promote service at more than 650 public and private two-year and four-year colleges. In the same year, Campus Compact was founded by college and university presidents seeking to expand service on their campuses. It now claims more than 300 members. Numerous other examples exist, among them Partnerships for Learning, whose 150 members offer academic credit for intensive, semester-long service learning programs; SCALE, a national student literacy campaign; and the National Student Campaign Against Hunger and Homelessness.

The subject of national service is not a new one for Congress either. A 1990 Congressional Budget Office paper on this topic noted that "national service has been the subject of legislative interest for at least two decades. . . ." The CBO paper also alludes to a wide variety of rationales for national service legislation that are not mutually exclusive, but which dictate starkly different legislative approaches and funding levels.

The dominant motives for service legislation include: a desire to benefit society through the tasks performed; a desire to benefit the participants -- either in terms of training or in terms of citizenship; or a desire to use sacrifice on the part of youth as a tool to instill a sense of civic obligation. The findings and purposes section of the National Service Trust Act addresses predominantly the need to benefit communities and the nation as a whole through the provision of service to meet unmet needs. In addition, it focuses on benefits to participants in terms of affording opportunities for personal growth and of helping to defray the costs of educational or job training expenses. Wisely, we believe, it avoids including in this mix the third rationale -- a requirement of sacrifice on the part of the individual.

Why is this important? First, it suggests that the activities sponsored by the legislation would be funded under the rubric of the Appropriations Subcommittee on HUD-VA-Independent Agencies. This jurisdictional assignment is of critical importance to assure that competition for scarce "investment" resources does not materialize predominantly in the Labor-HHS-Education Subcommittee, to the

detriment of the nation as a whole and disadvantaged postsecondary students in particular. As a nation, we have a long way to go in removing the barriers of income and educational disadvantage from college attendance, and an even longer way to go toward enabling all our citizens to enjoy the benefits of full participation in the economic life of the country. This is the unfulfilled promise of need-based student aid.

Second, the bill more sensitively acknowledges the new reality of students on our campuses today who already are making great sacrifices to gain the education they need to support themselves and their families. A major design flaw of past legislation has been to assume that the target population for the performance of national service was the 18- to 24-year-old student. Mr. Chairman, it is not only Gidget who goes to college anymore — a fact you commented on in a 1989 article in The Chronicle of Higher Education. In that piece, you observed that "*It obviously makes no sense to tell a 24-year-old mother of two who wants to study part time while holding a job and receiving student aid that she has to take a subsistence-wage job for a year or two in order to receive federal aid. Yet such a student is much more the rule than the exception.*"

On our campus, we refer to them as the "new majority" in higher education, because around the nation they indeed are just that. Of the 22,755 undergraduate students on the main campus of the University of Akron, more than half — over 11,600 — would be considered nontraditional. These are students who are over 25, who are under 25 but did not go to college immediately after high school, who are among the 9,400 who go to school part time, who interrupted their education and then returned to college, or who are independent and working their way through school.

Let me tell you about just three of my students who fit this profile: one is a woman, age 37, who — with limited child support — is raising three children, ages 14, 11, and 10. She is a senior who will earn her degree in elementary education. While she might be able to avail herself of an integrated service-learning teaching experience once she graduates, she could not have attended college at all without the federal financial aid that has given her the opportunity to acquire an education.

Another student is a 29-year-old freshman who has three children, ages 11, eight, and seven. She is unmarried and receives no child support. To help pay college bills and support her family, she works at three separate jobs. She is majoring in nursing, and when she completes her college degree, she will find it difficult to participate in national service because of her family commitments. But without federal need-based student aid, this talented young woman would not be in college at all today.

Still another student at the University of Akron is a married 30-year-old male with two children. In the last year, he has been unemployed and his wife has received Social Security disability payments. He is majoring in business, and while he would like to engage in community service activities, he finds it difficult to do so

because of the family and financial difficulties he must confront as he tries to complete his education.

Mr. Chairman, these are not abstract composite cases, they are real students attending my institution. Any college president can tell you of similar students at their school. On behalf of these students, we applaud the legislation's allowances for child care, but we note our disappointment that such care would be afforded only to those who are able to engage in service activities on a full-time basis. We would urge that this be modified to include part-time participants as well.

The first priority of the American Council on Education is to ensure that adequate need-based student aid is available to help these students pay their college bills. Sadly, the student aid proposals of the Clinton Administration would cut the financial aid awards to many students. The Pell Grant shortfall, the elimination of many independent students from the Pell Grant program, the funding cuts for the Work-Study, Supplemental Grants, and Perkins Loan programs, and the elimination of the State Supplemental Incentive Grant program do not paint a favorable picture for access to higher education. Make no mistake, the Clinton budget would eliminate financial aid awards for many students. Even a hundred dollar cut is large indeed to that mother of three already working three jobs to make ends meet.

College and university officials are strongly supportive of national and community service, but would strongly oppose anything that would increase competition for scarce student aid dollars. We believe that national and community service should be seen as a priority in its own right, and should not be funded at the expense of need-based student aid. Thus, we believe it is important to emphasize that the National Service Trust Act is not, and must not, be seen as a student aid program. Unfortunately, some in the Administration have painted with broad brush a picture of national service as a means to college access. However, while national service will help a small number of students with college bills, it will never help the millions of students who now receive federal student assistance. Moreover, since any national service program will serve a broad range of individuals from a variety of backgrounds, and with a variety of means, it will not target scarce resources on the financially neediest students. In fact, if it is funded at the same time that existing student aid programs are weakened, a new national service program will decrease, not increase, college opportunities.

Mr. Chairman, the members of this Committee have been the strongest supporters of need-based student aid in the Congress, and the higher education community is grateful for your support. We urge you, as you consider this legislation, to make certain that the establishment of a national service program does not lead to funding cuts in the tried and true programs that are helping the college students I mentioned earlier, and millions of others just like them, participate in higher education.

**AMERICAN COUNCIL ON EDUCATION****RESOLUTION ON NATIONAL AND COMMUNITY SERVICE**

WHEREAS, colleges and universities have a long standing record of encouraging students to volunteer their services to their communities; and

WHEREAS, colleges and universities believe that community service helps mold character, build leadership abilities, foster self esteem, and develop a sense of civic obligation; and

WHEREAS, colleges and universities believe that community service should be accessible and available to all students, regardless of personal or family financial circumstances; and

WHEREAS, colleges and universities believe that federal policies directed toward expanding service opportunities should complement but not detract from the fundamental federal interest in equalizing educational opportunity through the provision of need-based grant assistance; and

WHEREAS, colleges and universities appreciate President Clinton's intention to strengthen the Pell grant program and Secretary Riley's assurance that community service will not supplant need-based aid;

THEREFORE BE IT RESOLVED, that the American Council on Education welcomes and endorses the expansion of federal policies to increase service opportunities for all Americans that:

- (1) permit the participation of individuals in all income categories and age brackets, including the many students who are older, low-income, already at work, and unable to engage in pre- or post-college service programs, and individuals from all geographic regions, including those in high-unemployment, urban and rural areas; and
- (2) augment, but do not diminish, the 20-year foundation of federal support for need-based grant assistance; and
- (3) are made available to participants in a way that reduces the ever-growing reliance of students on loans as a means of financing college costs.

Adopted by the ACE Board of Directors  
May 12, 1993

Chairman FORD. [presiding]  
[Microphone not on.]

Systematically, the Department of Education always underestimated the number of Pell-eligible people who would show up at schools like yours and make legitimate demands on the funds that were appropriated for that year. It got to be so common for the Department to do that, that every year we looked forward to a supplemental appropriation to make the fund whole. It became a way of life.

Last year the Department did the same thing, and it resulted in about a \$2 billion shortfall. The President, in responding to people around here, put in his supplemental appropriation request, which was referred to in the media as a stimulus package. It asked for \$2 billion for the balance of this fiscal year, which would now be available but for my friends in the Senate who used an ancient and hoary, stupid rule called the filibuster and killed it.

We've been worried ever since the stimulus was killed that we might have to do something that was going to hurt the students. So we've gone back to the President, and the President has asked once again for that \$2 billion as an amendment to his 1994 budget.

I am told that if we get it in the 1994 budget, that the Appropriations Committee will fund it and that indeed we will be able to use carryover funds and avoid cutting anybody's benefit under Pell. I hope it works out that way.

All we're going to be able to assure them of is a \$2,300 grant, however, and that's disappointing in many ways. The 1994 budget is going to call for \$6.3 billion to fund awards for more than 4.7 million students. That's 324,000 more students than this year according to the administration. There will be an expansion of Pell, assuming that Congress will appropriate what the administration has asked for.

With regard to your concern about students 18 to 24, I'll put your mind at ease by telling you that in 1972, a predecessor of mine, as the chairman of the then-called Higher Education Committee, wrote in the opening language of the reauthorization of the Higher Education Act that within 10 years, the population in this country in postsecondary education would change significantly. That's when we changed the name to postsecondary education, and served notice on the ivory towers that they weren't the only beneficiaries of Federal aid. There were other forms of education after high school that enjoyed equal dignity.

Mr. O'Hara said in his opening comments within 10 years the American student body will no longer be as "he" or as white or as young as it once was. In fact, we have more women now in postsecondary education than men. We have more minorities participating in postsecondary education than we had in those days. With regard to age, we know that the average age of people pursuing further education after high school has gone up tremendously. It's about 30 years old, I believe, in community colleges nationwide.

This committee, then under the leadership of Mr. O'Hara, was predicting the kind of demographic changes that now everybody sees. This is not the place that you would expect to find anybody talking only about 18- to 24-year-old students or using that old term "the traditional student," because a traditional student today,

as you've just described in your testimony, is the kind of person we called nontraditional just a decade and a half ago. That change has been gradual and persistent but was identified here as we looked at the whole country through occasional glimpses.

What you're referring to, I think, may have been in some version of national service, introduced by somebody. National service, before we get it passed, will have more paternity cases established than you can imagine, except that the daddies are going to be claiming paternity. They are not going to be denying paternity.

You were here this morning when the Secretary testified. I thought he was very clear and direct on it that this bill has a minimum age of 17 which could, in some circumstances, be 16, and no maximum age.

The minute that this committee got involved with the President in writing the version that is now before this committee, this old-fashioned archaic definition of a traditional student disappeared. I do know that the gentleman from Oklahoma was one of the earliest proponents of this, and it may have been in the bill that he and Sam Nunn put in several years ago.

That bill did not fare well when it came to this committee for a variety of reasons. It's really evidence of the ability of Bill Clinton to bring people together that that gentleman and I are supporting the same bill at the present time.

Finally, with regard to the campus-based money, we're not happy about that either, but I wouldn't bet on where the Appropriations Committee is going to put all of its money, and I wouldn't bet it's going to match what anybody in the administration told them they wanted spent where.

One of the great confusions that I found myself wrestling with futilely in the last election was the assertion that over the years Congress has spent more money than the President proposed to spend. I went back and checked and found out that during the 12 years of Reagan and Bush, we actually spent billions of dollars less than they asked for in the budget. We just spent it in a different way. When we spent it on domestic programs, he said we were spending money. When he spent it on defense, we were engaged in national defense.

The Congress has already established a pattern of doing what it thinks right with the money it appropriates. I believe that these low income students are going to be protected to the extent that the resources are there.

I'm interested in the fact you have included a provision in here for directing which pocket we would take the money out of for this program. That represents a good deal of negotiation on both sides of the Capitol, as well as intervention by the White House. People have to subdue their egos and permit this appropriation to go to another pocket to get its money, which means different personalities.

Since this is such an extremely popular bill, everybody wants to be the one to fund it. When you ask somebody not to be the one to fund it, you're asking them to give up something in the future. One member of the Appropriations Committee told me this morning, "I don't think it's going to work, but I'm looking forward to when I'm

chairman of that subcommittee, because I want to be the one that passes out the money."

I said, "Well, you know, you can't have it both ways. If it doesn't work, it will be dead before you ever get to be chairman of that committee. If it does work, it will work because we're taking the money out of the other pocket." We have tried to reassure people with your concern and your concern is shared by people on this committee, on both sides of the aisle, that in constructing the legislation we're trying in the ways available to us to insulate low income students from any kind of competition for dollars.

When I started out with this committee in the Johnson administration, all of the targeting was toward low income students. It's interesting that the last major education bill that President Bush signed from this committee was a bill that expanded the Guaranteed Student Loan Program. Now, the sky is the limit. Nobody is too rich to get a Guaranteed Student Loan.

That's after years following the Graham-Latta budget—a gentleman from your State took credit for putting that monster together. The Graham-Latta budget put a \$32,000 family cap on GSLs, and we've been trying ever since to get it off. That was a fight to expand the program so that the middle class would support it. The middle class that believes itself, and probably accurately, to be the major taxpayers in this country, will not support a program for somebody else's kids if their own kids don't get a fair shot at it.

We worked here on that bill in spite of the fact that the Secretary of Education opposed it. I was the chairman of the conference on that bill. An hour before we finished the conference, I had in my hand a press release that was going to all the press galleries telling them that the Secretary was going to recommend that the President veto the bill.

Republicans on this committee went to President Bush and reasoned with him. I was invited to a little bit of consultation. We came to an understanding, and President Bush had a public signing of that bill where he made much of the fact that, "we worked together to include the middle class in these student aid programs." He did. He unfortunately had a Secretary who didn't see it that way.

We know that everybody in your position has a reason to be very concerned. Let me close with this. I noticed several references to your concern about starting a new program that's going to cost more money, and then I saw something consistent with what I'm hearing from mayors and governors and other people out there who say, "We want you to cut the deficit, but don't forget our money."

After admonishing us to be careful about how far we went with this new initiative, you then ask us to broaden the cost of the program by making child care available to a much broader population than the bill contemplated.

Now, I don't say that to scold you. I say it just to make the point that it's so easy when we believe something is right to believe it doesn't cost anything. It is only the things that we're a little leery about that are expensive. I really compliment you on how well you studied this bill before coming here. I think you're going to be able to appreciate the final product.

I should tell you two things about your representation of the University of Akron. First, you've got a trophy over there that I bought last year. I bet with this gentleman to my left on the first game ever between Akron and Eastern Michigan University, which is in my district.

The bet was that we would get an impressive trophy that would be a traveling trophy, and the loser would pay for it. I was assured by Eastern Michigan that we couldn't lose, so we got a dandy trophy, and I got stuck with it. I presented it to the gentleman from Akron right here in front of the podium.

I had a picture taken, which I trust the Akron Beacon Journal used, showing me grudgingly paying off the bet. I know the Ypsilanti Press used it. I would ask you for a favor, take good care of it, because we want it back this year.

The second thing I would tell you is that the people of Akron are unfairly over-represented on this committee, so you need have no fear about the right thing being done for your constituents at Akron University. Thank you very much.

Ms. ELLIOTT. Thank you, Mr. Chairman. If I could end with a note that may make you feel even better about the good work that you do, the young woman that I described at the beginning, a minority woman who was blind and had a child that she was supporting, as she made it through college without a refrigerator, is in the workforce now and independent, thanks to the kinds of need-based aid that your committee has championed for so long. We're proud of her and the work of the committee as well. We thank you.

Chairman FORD. Thank you very much. The committee will stand adjourned.

[Whereupon, at 4:20 p.m., the committee was adjourned subject to the call of the Chair.]

[Additional material submitted for the record follows:]

## STATEMENT OF DENIS P. DOYLE

The Clinton administration faces a daunting array of domestic problems—deficit reduction, health and education reform, job creation and economic stimulus are some of the most pressing. A program of paid national service is not among them.

True, service builds character, a trait in short supply in the 1990s. And with the Nation's schools, cities and health care system in crisis there is no shortage of socially useful work to be done.

But at its best, "service," like charity, is given freely and voluntarily, without expectation of personal gain. The Clinton administration, by linking national service—at the minimum wage, plus health care benefits—to eligibility for postsecondary grants misconceives both the nature of service and the role of education in the post-industrial economy.

Conservative estimates of the cost of "service" is \$15,000 per year. Add a postsecondary grant of \$6,500 and the costs quickly spiral out of sight. Some expensive programs are worthy, no doubt, but this one does not pass muster.

As a recent Columbia University study, *The Double Helix of Education and the Economy* reveals, between 1979 and 1987 college graduate's real income climbed by 33 percent; high school graduate's fell by 11 percent. In 1979 male college graduate income outpaced high school only by 13 percent; by 1987 the male college income premium had climbed to 38 percent while the women college graduate premium surged from 23 to 45 percent. The widening income gap between the educated and the uneducated is not an accident; well educated people command greater incomes because they produce more.

Put simply, education pays. And it pays handsomely. There is no longer a compelling need to subsidize it, through national service or subsidized loans.

When Uncle Sam first recognized the importance of a vigorous Federal education role, the individual link between education and earnings was not so visible. Indeed, since the GI Bill, the underlying justification for Federal education programs has been to serve those in need—veterans, the poor, racial minorities—deserving Americans who would not get educated without special assistance.

Out of a welter of more than 200 discrete programs, the three biggest are Chapter 1 for disadvantaged elementary school students and Pell Grants and Guaranteed Student Loans [GSL] for poor (and now less poor) postsecondary students; together they spend more than \$18 billion of the \$31 billion appropriated for fiscal year 1993. These are programs for students in need.

But a program of national service, linked to postsecondary grants, can make no such claim. To the contrary, there is no reason to believe that those who would volunteer for a program of national service represent an unserved or overlooked population. In fact, it would not be surprising to discover just the opposite.

As it is, the Guaranteed Student Loan Program, which provides an interest subsidy for students in-school and during payback, is in need of immediate overhaul. Interest subsidies in fiscal year 1993 were \$2.8 billion. In addition, tens of thousands of students chose not to repay their loans; defaults in 1989 were \$239 million; they climbed to \$3.4 billion in 1992. (There is one big winner: the banks which service GSLs; their take is 3.25 points above the T-bill rate. That's what the guarantees are all about.)

There is an older and more productive way to think about service. Not as a payoff, but as a regular part of a student's school experience. North Carolina Governor Jim Hunt required school and community service—7 hours a week—as a condition of graduation from the North Carolina School of Science and Mathematics, one of the Nation's finest high schools. If those kids can do it—and be better citizens for it—so too can American postsecondary students. In particular, the Nation's premiere colleges and universities, from Berkeley to Harvard, could set the pace by requiring unpaid service as a condition of school citizenship and graduation.

The last thing America needs is a gigantic national service bureaucracy, policing tens of thousands of "volunteers." Postsecondary education students can and should pay their own way, particularly when other important education programs need help. And there is certainly no reason to tolerate defaults. Loans yes, subsidies no. It's the taxpayer who picks up the tab, for subsidies and deadbeats both.

If the administration wants to invest more money in education it can do so by ending student loan defaults and subsidies. The GAO conservatively estimates savings of \$5 billion in 5 years, no small matter in an era of budget troubles. The savings, of course, could be made available for worthy programs like *Chapter 1* without increasing total outlays. Rather than paying off defaulted loans, subsidizing college graduates and providing bank profits, the money could be spent directly on youngsters who really need it.

**STATEMENT OF THE AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES**

On behalf of the 1.3 million member American Federation of State, County and Municipal Employees [AFSCME], representing Federal, State, and local government workers throughout this country, we request that the following statement be included in the May 19, 1993 hearing on the National Service Trust Act.

AFSCME supports the National Service Trust Act of 1993. We do so because this plan embraces the virtues of public service which are so necessary for the effective functioning of our democracy.

We regard it as extremely important that the first purpose stated in the bill is "to meet the unmet, human, educational, environmental, and public safety needs of the United States, *without displacing existing workers*." AFSCME believes that the link between these two policies will be crucial to the success of the program.

This legislation is designed to stimulate the creativity of local people working together to meet local needs. One of its greatest contributions will be to encourage people of many different backgrounds to join together to improve their neighborhoods and the lives of their fellow citizens. Out of this experience, we hope, will grow a better appreciation of the role of government and public service and renewed interest in serving in government at all levels.

The National Service Trust Act builds on the solid foundation of the National and Community Service Act of 1990 and combines the best elements of our intergovernmental system. It encourages locally developed initiatives to flourish while requiring Federal standards of excellence. It will have a national focus, but be responsive to local concerns and needs.

Broad-based community support will be essential to the success of this program. H.R. 2010 includes elements which are crucial to building such support. These include a unique delivery system based on a Federal-local partnership, a clearly articulated policy against displacement, and the program's objective of enlisting the participation of the entire community, including local unions, in the program.

Local public employee unions should be seen as partners in this new endeavor. They are uniquely situated to contribute ideas for useful activities for national service participants which meet unmet needs while not duplicating existing services provided by paid workers. Since national service participants may very well interact with public employees at the worksite, it is important for local programs to seek out the support and participation of public employee unions, as, in fact, they do under many existing youth corps programs today.

In general, H.R. 2010 has been developed with great sensitivity to the need to protect public sector workers and jobs. However, we are concerned about what will happen to current ACTION employees when ACTION functions are transferred to the new Corporation for National Service. As we understand the legislation, the new corporation will operate outside the Federal civil service system under a "more flexible" personnel structure. Among other features, this new personnel system will employ individuals for only 5 years.

The employees at ACTION, who are represented by AFSCME, are strongly committed to the principles of H.R. 2010. They have persevered in their work even when it was not politically popular. It would be most unfortunate for them to be pushed aside when the programs in which they served gave inspiration to the authors of the National Service Trust Act. We would like to work with the committee to address their very legitimate concerns. In past reorganizations within the Federal Government—such as the Panama Canal, Howard University, St. Elizabeth's Hospital and the Postal Service—the rights of employees were protected, as were their union representation rights. Similar protections would be appropriate in the transfer of ACTION to the proposed Corporation.

We at AFSCME are prepared to encourage our locals and councils to participate fully and constructively in the development and implementation of local national service programs.

If implemented sensitively and carefully, we believe that H.R. 2010 can have a profoundly positive effect on the Nation. While conceived by President Clinton during the campaign last year as a way to offer education assistance to young people who dedicate a year or two to working in their communities, H.R. 2010 can be much more far-reaching. By teaching people from different circumstances and experiences about each other, this program also can rekindle the understanding and compassion that our national family needs to overcome the unprecedented economic and social challenges we face today. In doing so, it can help heal and reunite an increasingly divided Nation.

STATEMENT OF DAVID W. BATTEY, PRESIDENT, THE YOUTH VOLUNTEER CORPS OF AMERICA

The Youth Volunteer Corps of America and its 23 affiliated programs across the country applaud President Clinton's National Service Initiative.

We are especially pleased that the President's legislation includes service opportunities for Americans of all ages. As a program that encourages middle school and high school-age young people to volunteer in diverse teams in the community where they live, we were pleased to see the President include voluntary service among young people under the age of 18 in his comprehensive National Service Act.

The YVC program began in Kansas City in 1987 and has expanded to 23 communities from coast-to-coast. YVC works collaboratively with local sponsoring organizations including the YMCA, Boys and Girls Club, Red Cross, municipalities, school districts, etc. We have found thousands of young people eager to answer our challenge to serve throughout the school year as well as in an intensive summer component. One of the hallmarks of our program has been the involvement of an ethically and socio-economically diverse group of young people working together to benefit their communities.

We look forward to involving stipended National Service participants age 17 and older in positions with the Youth Volunteer Corps. These national service participants will be uniquely qualified to serve as examples and leaders for the middle and high school volunteers in the Youth Volunteer Corps.

The Youth Volunteer Corps of America and its affiliates receive more than 80 percent of their funds from private sources. While we will maintain this strong local, private support, we welcome the addition of Federal resources in building the national service movement from the bottom up and in expanding the successful YVC model to new communities.

STATEMENT OF JOAN CHESLER, PHD, EXECUTIVE DIRECTOR, THE CORNER HEALTH CENTER, YPSILANTI, MICHIGAN

I am writing you in response to your letter of May 11, 1993 regarding H.R. 2010, the National Service Trust Act of 1993. While I am a proponent of a National Service program, I do have some concerns and comments regarding the proposed legislation. Basically, I am concerned that small agencies like The Corner Health Center might not be able to participate in the program.

Programs are instructed to "set measurable goals regarding the impact of the service on the community and on participants." My experience in the non-profit arena has taught me that program goals are accomplished in very small steps. The social change achievements of programs that address educational, environmental, and community needs take place over sustained periods of time. The preventive nature of many of these programs makes it difficult to quickly demonstrate the recognition of specific goals or impacts.

Agencies are encouraged to provide participants with "meaningful work," but not to displace current workers. This provides different challenges to participating programs. A significant proportion of participants will be recent high school graduates who may be economically or educationally disadvantaged. It will be difficult to consistently provide "meaningful work" for them without jeopardizing the quality of the services provided to the community. In addition, they will need significant training and supervision from agency personnel—a trade-off which, in the long run, should benefit both parties.

Specifically, at The Corner Health Center, participants in the National Service program will need additional training to be able to do data entry and clerical work. If the program's goals are to provide participants with face-to-face contact with clients, there will be a need for even more training and supervision.

Patients who utilize The Corner's services have myriad psycho-social problems. Teen pregnancy, homelessness, substance abuse, and battering are just some of the problems that our staff deals with every day. For a participant in the National Service program to be able to deal with these issues effectively, participants would need extensive time and supervision.

For the National Service initiative to be a success, it must be available to all segments of the population. The outline for the legislation identifies that participants will receive child care assistance, but it does not mention how this aspect of the program will be funded. Child care is a crucial part of the program to ensure that all potential students from all economic backgrounds will be included in the program.

The legislation further indicates that agencies must pay 15 percent of the participants' stipends and 15 percent of their health insurance. The cost of health coverage will be a significant factor in determining the viability of an agency having a participant in the program. This year we paid a graduate student in public health \$1,000 for a 3-month internship. The Corner could not afford much more than that for any additional help, especially from a recent high school graduate. Further, the money which goes toward a National Service program participant might displace the next public health intern.

I fully support the concept of a National Service Corps, but without additional financial assistance for a small, community-based agency like The Corner Health Center, I am afraid that we might not be able to fully utilize the services that a National Service Corps participant could offer.

Thank you for your consideration on this matter. If you have any other questions or comments, please feel free to contact me.

## STATEMENT OF YMCA NATIONAL BOARD

The YMCA is our Nation's largest charitable voluntary service organization. It has 139 years of experience with volunteer activities that reflect the interest and commitment of those who serve the needs and expectations of those who are served.

The YMCA mission is to build healthy body, mind, and spirit in the individuals and families it serves. The YMCA puts Christian principles into practice through programs that promote good health, strong families, youth leadership, community development, and international understanding. Ys believe that people are responsible for their own lives and actions and that they should join together in positive association to serve the needs of all. These principles are expressed in all Y programs—programs that involve people of all ages, from infants to senior citizens.

Six million young people participate in YMCA programs every year. These programs encourage children and teens to grow strong and secure in who they are and to develop positive values. YMCAs regard volunteer service as integral to YMCA youth programs and have developed models that demonstrate the value of involving young people in community service.

YMCAs believe that government should support initiatives that strengthen the service ethic and challenge all to respond, collectively as well as individually, to the social and environmental needs of their communities. These initiatives should be locally based and should offer a wide range of opportunity for involvement. The volunteer experience should promote individual growth and enhance community life. More specifically, YMCAs believe that government community service initiatives should reflect the following principles:

*Training and Supervision:* All youth community service programs should recognize the need for supervision and training, both for the sponsoring organizations and the volunteers. Successful programs require a commitment to paying qualified and experienced staff members to work with volunteers.

*Community-based:* All programs should be developed or adapted by the community in response to needs it has identified. This approach brings about meaningful volunteer experience which produces results that are more easily measured at the local level. Examples of successful models should be collected and made available to other communities.

*Involve Existing Programs:* Government community service programs should not duplicate the many successful programs operated by community-based organizations. New delivery systems should not be created until existing programs are given a fair chance to meet the challenge of a government initiative. The nonprofit community should be considered in these decisions.

*Multigenerational:* People of all ages should be encouraged to volunteer. Also, in order to respond to the needs of people of all ages, from prekindergarteners to senior citizens, community service initiatives will need to include varied program designs and models.

*Economic and Cultural Diversity:* Youth service programs should involve people from different economic, social, and ethnic backgrounds. Volunteers should have the opportunity to learn and work with people of other cultures and with different life experiences.

*Support for Volunteers:* Programs should provide support to participants. This may include training and education, career counseling, and, when appropriate, reimbursement for out-of-pocket expenses.

*Career and Vocational Training:* Service offers young people important developmental experiences. Full-time service programs are a key element of a youth employment strategy.

*Job Protection:* Government initiatives should not be viewed as a means of developing a low-cost labor force. Instead, they should be viewed as ways of improving our communities and the service providers themselves.

*Private/Public Partnerships:* The private sector is making a commitment to youth service activities through contributions to local organizations and programs. Government initiatives should ensure that private funds are not diverted from these local programs. Instead, government policymakers should recognize that an expanded effort will mean an increased financial commitment by both the private and public sectors.

Approved by the YMCA National Board, March 1991.

STATEMENT OF EVELYN BELL, DIRECTOR, PROJECT TRANSITION, INC., ANN ARBOR,  
MICHIGAN

Thank you for sending me the information on Federal proposals for volunteer programs and involvement. I appreciate the opportunity to participate in the legislative process, if only in this very small way.

I feel the intent and motivation of this material is excellent, but am in no position to evaluate such plans on a national level. There are so many issues and a wide range of complex concerns. I can relate to you what is relevant to our organization and what we do.

As a volunteer-based program, I know first hand how valuable these dedicated, talented people are to the organizations they volunteer their time for. I also know first hand how difficult it is to find people to volunteer their time with the mentally ill population of our community. The 30 volunteers we now have in our programs provide a wide range of services. They are individual companions, group peers and provide friendship to a population that is at times very isolated and stigmatized.

Concerning the information you sent me, from my experience with volunteers and nonprofit agencies, many have real financial needs and it is hard to expect them to have extra funds for salaries, as suggested in the youth volunteer program. Project Transition would not have it in its budget funding to allow salaries to volunteers. However, other reimbursements, such as travel or mileage would be possible. I have found that people who choose to serve the community give service on a voluntary basis for the satisfaction of helping others and are not interested in being paid for their time.

I am interested in hearing how these proposals develop and if Project Transition could be of more help. Thank you again for your interest in the valuable services provided for adults recovering from mental illness in our community.

STATEMENT OF JOHN MARTIN, PRESIDENT, CATHOLIC SOCIAL SERVICES OF WASHTENAW COUNTY, ANN ARBOR, MICHIGAN

Thank you for your letter of May 11 and the enclosed summary of the National Service Trust Act of 1993. I appreciate the opportunity for input. I support the legislation.

Catholic Social Services of Washtenaw County currently administers the Retired Senior Volunteer Program. We have about 800 seniors placed in 150 local sites. I support the effort to keep this program of ACTION autonomous within the new umbrella. I am concerned however, that if the age of eligibility drops from 60 to 55 that we may be deluged with applicants and find ourselves unable to staff up to meet the need. I support the intent of reducing the minimum age to 55. I would request additional appropriation of funds to enable us to respond to the interest generated.

It is unclear to me how the legislation envisions implementing the community service component of the National Service Trust Act at the local level. Therefore, I would suggest consideration be given to the model currently successfully used by ACTION and RSVP. That model calls for one local coordinating agency with a local advisory board. The local coordinating agency is charged with selection of volunteer sites within predetermined criteria, including "job descriptions, benefits, etc., " and placement of volunteer grant recipients and overall program administration and coordination. Without one visible point of access in each county/community the Act's good intentions could become chaotic and unmanageable.

Again, thank you for your request for input. I hope these ideas are useful to you.

STATEMENT OF ROBERT F. GILLETT, DIRECTOR, LEGAL SERVICES OF SOUTHEASTERN MICHIGAN, INC., ANN ARBOR, MICHIGAN

I am responding to your letter of May 11, 1993, and writing to comment on this proposed legislation.

As background, I am the Director of Legal Services of Southeastern Michigan [LSSEM], a nonprofit corporation providing free legal services to indigents in Washtenaw, Monroe, Lenawee and Jackson Counties. My comments reflect my experience as an administrator of LSSEM and, as an attorney, my work with over 100 large and small community organizations in Detroit and Southeastern Michigan over the past 15 years.

In 1981, the Federal Government basically abolished the CETA program and severely restricted the VISTA program. These volunteer/job training program cuts occurred in conjunction with Community Development budget cuts and Legal Services Corporation budget cuts. The effect on this agency was staggering. LSSEM went from 55 FTE staff members to under 25 between 1980 and 1983. Three of our five local offices were closed. LSSEM remains at approximately its 1983 staffing level today.

The reduction in staff and client services experienced by LSSEM was experienced, at some level, by hundreds of small local nonprofits. Neither local charity nor other governmental funds have replaced the lost Federal support. Between 1980 and 1990, while our staff was reduced by over 50 percent, the poverty population in LSSEM's four-county service area increased by over 20 percent.

Based on my experience, I applaud you for your efforts in introducing H.R. 2010. Because of the limited time I've had to review the legislation, I am not able to comment on the proposal in detail. However, I wished to express my support for the concept, to provide some information about need, and to make a few suggestions about possible improvements in the legislation.

First, I feel that H.R. 2010 should be viewed, along with other legislation, as a comprehensive effort to encourage and support community service by young Americans. I feel that H.R. 2010 should be coordinated with H.R. 2055 [the Student Loan Reform Act] and S. 914 [tax exemption for Loan Repayment Assistance Programs] and other legislation [such as housing and community development funds targeted to community-based nonprofits] to create service opportunities without inter-program administrative conflicts.

Second, I think that including postsecondary education graduates in the program is critical, especially for agencies providing counseling services, legal services, low-income housing development and management programs, and other more technical services.

Third, I've worked with University of Michigan Law School staff regarding that school's loan forgiveness program. I understand that current law graduates leave law school with an average student loan debt of over \$30,000. I believe that Legal Services lawyers [like teachers and public health service doctors] should be eligible for a years-of-service loan forgiveness program. Legal Services work is equally as demanding, addresses similar unmet needs, and, on the average, is lower paid than teaching or medical care work.

In summary, I am very supportive of the overall goals of H.R. 2010. As the legislation develops, I hope that you can assure that the program will be coordinated with other Federal programs and initiatives and that the program will more adequately address the high student debt levels which are a barrier to current law graduates' participation in Legal Services work.

Please keep me informed of the progress of this legislation. If I can be of any further assistance to you, please contact me.

**STATEMENT OF LIN ORRIN, EXECUTIVE DIRECTOR, SOUNDINGS: A CENTER FOR WOMEN**

We support the intent of the National Service Initiative, but have some specific concerns related to its implementation.

1. A 2-year participant would be much more desirable to our agency than a 1-year person. The amount of training required for someone who works at Soundings is substantial enough that we prefer to have the person here for a while.

2. We have a very tight budget, so any costs to us would have to be minimal. If they are higher than traditional work-study, we would have to opt for that instead.

3. The total financial benefits to the participant would have to be great enough to make this a more viable option than regular employment, if capable participants are to be attracted.

4. Paperwork would need to be kept to a minimum, for this program to be cost and time effective for us.

Thank you for considering these comments.



## COMMISSION ON NATIONAL AND COMMUNITY SERVICE

TESTIMONY OF CATHERINE MILTON  
EXECUTIVE DIRECTORCOMMISSION ON NATIONAL AND COMMUNITY SERVICE  
COMMITTEE ON EDUCATION AND LABOR

MAY 19, 1993

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Catherine Milton  
*Executive Director*

★

I am honored to testify on behalf of the Commission on National and Community Service on the National Service Trust Act of 1993. The Commission is an independent, bipartisan federal agency created by the National and Community Service Act of 1990 to support and enhance national and community service. As you consider this new, landmark legislation, I want to share with you the perspective, expertise, and insights gained by our Commission over the last year and a half in this specialized field.

In order to meet effectively the mandate issued by this Committee to renew the ethic of service across the country, the Commission had to craft and implement a strategic vision that would weave service into the fabric of every American's life. In its early planning, the Commission identified three strategic directions: to encourage model programs; to stimulate the development of needed infrastructure; and to contribute to visionary, coalition-building leadership in the field. The Commission has made strides in each of these strategic directions. Based on personal experience and buttressed by the experience of the Commission's programs to date, the Commission's members are unanimous in their belief that service is a powerful tool to build character, change attitudes for the better, and instill a sense of community in the participants and the recipients of service as well as to provide services that are of measurable value to the community.

With approximately \$150 million appropriated by Congress for fiscal years 1992 and 1993 combined, the Commission has funded and assisted new and existing community service projects in nearly every state, many of which feature elements that are included in the legislation proposed by President Clinton.

The Commission funds six models of national service programs that differ in structure and types of service but have in common the kind of intense, stipended service that is complemented by a post-service benefit. In addition, the Commission is funding dozens of youth corps that also provide participants with stipends and post-service benefits. These programs, the national service models and the youth corps, closely mirror the President's vision presented in the National Service Trust legislation.

The Commission also funds service programs along a continuum of both time commitment and age -- full-time and part-time programs, programs that involve children in grades K-12, college and university students, and those for senior citizens. Following are examples of the kinds of programs that illustrate the reach of service:

Boston, Massachusetts: City Year is a national service model in Boston that is using Commission funding to almost triple its number of participants over a two-year period. City Year was started and run for five years on private funding and will match the Commission expansion grant dollar-for-dollar with additional funds from the private sector. City Year participants range in age from 18 to 23 and come from diverse racial, ethnic, and socioeconomic backgrounds. Some corpsmembers are college graduates, and others joined the corps from street gangs. Corpsmembers take part in dozens of activities such as tutoring in schools, rehabilitating

housing projects, cleaning up city parks, and serving as mentors to troubled youth. In exchange for one year of full-time service, they receive a \$100 per week living allowance and a \$5,000 post-service benefit which they can use toward payment for further education.

Pennsylvania Nine of Philadelphia's high schools have developed a literacy program which places high school seniors who read below grade level in elementary schools as reading tutors for primary grade youngsters who are struggling with their own reading problems. The schools report that the tutoring has made better readers of both the seniors and the children, but also has enhanced students' self-esteem and optimism. Many of the tutors are now considering college and some plan to pursue teaching careers. During 1992 and early 1993, Pennsylvania provided training to over 1,000 teachers, published their first state-wide journal of service-learning and published a kit of curriculum guides and a Regional Teacher Service-learning network guide. Pennsylvania is currently offering "for credit" graduate and undergraduate courses in service-learning through Penn State.

California: California State University Stanislaus and Modesto Junior College are sponsoring programs at a Modesto community center located in a low-income apartments complex which is home to some 1,200 Cambodian refugees. The center reaches out to a population which is too traumatized by war and cultural, economic, and health crises to go seek help outside the "safe" environment of the housing complex. The students produce after-school gang prevention activities; drug and alcohol abuse prevention programs; tutoring for students; English as a second language

and literacy training for adults; acculturation activities, parenting skills training; health care information; and peer counseling. The projects are course-related and in their first academic year engaged over 200 students in service to a community of 1,200 refugees.

Olympia, Washington The Amerasian Service Team of the Washington Service Corps are all children of American soldier fathers and Asian mothers. Outcasts in the land of their birth, they have recently arrived in this country under a special Act of Congress. This project will introduce them to the tradition of community service and the profession of social work. Team members will work in a variety of activities including staffing a drop-in center for Amerasian refugees, resettling newly arrived refugees, teaching English conversation classes and coordinating support groups, including counseling, social activities and outreach to new refugee arrivals.

While the Commission has been moving quickly, important events have also occurred. Since the issuance of the report, the public policy debate has changed both in substance and in tempo. President Clinton has launched and the Commission is administering the Summer of Service, a new national service initiative that will engage 1,500 young people in an intensive, summer-long effort to meet the education, health, environment, and safety needs of children at risk in selected areas of the country. The President has laid out his vision of the national service system through the National Service Trust Act of 1993, calling for the creation of opportunities for full-time and equivalent service and for the creation of a new, federal entity to coordinate these opportunities and build a national network of programs.

In response, the Commission's Board of directors has been analyzing what it would take to meet those objectives in a way that positively, significantly, and cost-effectively affects the lives of participants and the communities of which they are a part. Just two weeks ago, at its most recent meeting, the Commission's Board of Directors adopted strategies that are necessary to advance a national service system and a broader community service movement on the scale envisioned by the President. While these strategies have been pursued by the Commission for the past nineteen months, it re-emphasized the importance of: (1) developing the infrastructure required to ensure local program and system effectiveness in the national service system, and (2) developing the high quality program capacity needed for 100,000 full-time and/or part-time participants by 1997.

Both strategies must be pursued simultaneously to ensure an effective national service system. The challenge is to create a system that carefully selects only high quality programs and then supports them with value-added infrastructure.

Based on our research and experience, we believe a decentralized, community-based National Service System will work most effectively if certain key operating principles are followed:

- **Ensure Quality Programs**

Quality programs should be rewarded; poor programs should be eliminated.

Create market-like mechanisms and competition whenever possible. Let participants choose programs and let programs choose vendors for services.

National service should stress quality above quantity. The number of participants should be driven by the quality of the programs, the proposals and the applications, and the demand for the services --- not by the amount of funds available. Turn the money back if the infrastructure isn't there to support the programs.

Quality assurance is critical. Set standards, create market mechanisms, and carefully monitor and evaluate programs. Diverse program types should be encouraged, but common standards of performance should be applied to them.

- **Develop the essential infrastructure/network**

Infrastructure should be built at several levels and include state capacity building, training, quality assurance, technical assistance, and evaluation.

Building state capacity is a value-added activity: states are sources for additional funding to leverage federal dollars, and the service programs integrated into state school systems have long-term impact and broad reach.

Training is particularly important in building a national and community service system in that it develops the service skills of the participants and the leadership skills of those who will become the community service leaders in the future.

The Commission's first report to Congress may provide valuable and timely assistance as you consider the future of the national service movement and the specifics of the National Service Trust Act of 1993. The National and

Community Service Act required the Commission to submit an annual report to Congress covering the programs that receive grants and to "advise the President and the Congress concerning developments in national and community service that merit their attention." The Commission's report, "What You Can Do for Your Country," presents the current state of national and community service across the country and makes recommendations for the future.

The Commission developed its report by drawing on the expertise of its Board of Directors, conducting extensive field visits, and holding hearings across the Nation that promoted dialogue between policymakers, program coordinators, and youth participants in national service. The central finding of the report is that millions of Americans are engaged in community service, a term which refers to the full scope of service activities -- full-time and part-time, unpaid and stipended. Community service occurs in free-standing organizations such as service corps, is integrated into schools and other community service organizations, and occurs on an individual basis. National service, the concept that is receiving much of the current attention, refers to a major, sustained full-time commitment, or the part-time equivalent, spread over a longer period and is a part of community service. The Commission estimates that 30,000 Americans are currently engaged in full-time national service.

In addition to the state of service in the field, the report offers a foundation on which to build an effective, high-quality system of national service. Among the major recommendations of the Commission are:

- **National service need not and should not create a massive federal bureaucracy. The federal role should be to support, not to control.**  
Any national service effort should build upon the existing state and local programs. A network of diverse, locally based programs would respond to

America's great variety of needs and circumstances and to the variety of capabilities and interests of prospective volunteers better than a single federal program ever could. It would also create a sense of local ownership of national service where the service was occurring and would build on the strengths of the country's many pre-existing service organizations.

Parenthetically, the Commission's Board believes that the Commission itself, led by a voluntary, bipartisan Board and currently staffed by approximately 25 full-time employees, demonstrates that a large federal bureaucracy is not necessary.

- **National service is part of a continuum of service.** While national service is often linked to student aid and could help many students afford higher education, that is not its major raison d'être. The rationale for national service is that it brings a new sense of community and civic responsibility to both the server and the served. The range of service programs should be extremely diverse, with ample part-time opportunities, so that besides college students it would also include youth corps members, elementary and secondary school students, mid-career professionals, and senior citizens. A community service movement that engages people throughout their lives has much more of a chance of transforming people and communities than does any single time-limited program.
- **Service efforts should especially be strengthened in the educational arena.** Elementary and secondary schools should, as part of their regular curriculum, feature courses that offer the opportunity to learn by doing service, and universities and colleges should offer opportunities for their students to do worthwhile service in their communities. Programs that link

grades K-12 with institutions of higher education not only satisfy the educational needs of both populations, but also build leaders for the future. For instance, Temple University's School of Social Administration is collaborating on a project with the Philadelphia public schools in which graduate students and faculty are developing community service-learning programs for and with ninth graders. Not only do the younger students benefit from their college role models, but the program is providing service-learning training for both current teachers and future social workers.

- **Participants should provide needed services not otherwise provided so they would not displace employed workers.** Most participants would work in the areas of education, human services, public safety, and the environment. A study suggests that there are enough useful service assignments in these areas for more than three million full-time servers who would not displace employed workers or positions.
- **The federal government should only fund a portion of each program.** The rest of the funding for each local program should come from a combination of state, local, and private sources. Requiring that some funds come from local communities, both public and private sources, would ensure that they would become stakeholders, insisting upon high quality.
- **Instead of blanket federal support, local programs should compete for funds.** Competition among local service organizations would stimulate a rapid rate of learning, innovation, and improvement. The challenge is not to pick a single program model but to devise a way of ensuring that programs emerge to respond to many needs and volunteers of widely

varying background and interest. The best programs grow and spread while the worst ones improve or disappear.

- Participation in national service should be voluntary rather than mandatory. Requiring young people to participate in national service would be counterproductive. Participants are likely to be most committed and effective when they have made a positive decision to volunteer. If they don't want to do it, their involvement will be wasted.

The National Service Trust Act of 1993 is consistent with these recommendations. The Act would create a decentralized federal presence which builds upon the experience and the programs that are currently underway. It would transform young lives by recognizing the power of educational institutions, grades K-12 and institutions of higher education. The act also would involve a variety of entities as sources of funds and as partners, including state and local governments, schools, non-profits, and corporations. Finally, the act would create opportunities for voluntary, not mandatory, national and community service.

In its research and through its experiences, the Commission believes that through national and community service our nation and its people can be transformed and that the ethic of civic responsibility can be strengthened and renewed.

## Hudson Institute

Louis Lenkowsky  
President

May 18, 1993

The Honorable Steve Gunderson  
United States House of Representatives  
Washington, D.C. 20515-1409

Dear Representative Gunderson:

I am writing to share with you my own thoughts on national service.

Americans are profoundly unsettled about our nation's future. Partly it is economic fear -- about jobs, wages and health care. Partly it is social fear -- fear of crime and drugs, of declining schools and an expanding welfare state.

But more than anything, Americans today fear for our nation's cultural future. Citizens are divided and dispirited, increasingly cut off from the civic institutions that sustained us in the past, and less inclined than ever to take responsibility for families and children. In our hearts, we know that the country was built by citizens of shared values and commitments, but today we focus on differences, retreat too far into private lives, and silence talk of responsibility.

All is not lost. While we cannot turn back the clock, we can promote the ethic that our country will require to flourish into the 21st century. It is an ethic of responsibility not only to self but to each other and country. Without this spirit, many in the inner cities are destroying themselves. Equally, without it our whole culture is slowly losing its moral strength.

Government cannot change values by itself, but it can be a partner in efforts to change them. By joining with the community institutions and businesses that so need revitalization already, government can play a positive though limited role in bringing the cultural change that America needs.

Human Kahn Center  
P.O. Box 26-919, Indianapolis, Indiana 46226  
317-545-1000 • FAX 317-545-9619

■  
INDIANAPOLIS • WASHINGTON • MONTREAL • BRUSSELS

President Clinton has proposed a program along precisely these lines. It is national service, the initiative to enlist young people to tackle America's problems here at home. National service can contribute to the social unity and individual and community values that America needs in three distinct ways:

. Teaching young people the value of helping others. Learning responsibility comes from real experience and the more extensive the experience, the more that's learned. Americans who learn to take responsibility for themselves and their communities as youths will do so again and again as adults.

. Uniting communities to tackle their problems. National service not only stimulates individual commitment; properly designed, it builds institutional involvement in communities among nonprofit organizations, local governments, and religious organizations. When such groups unite to tackle community problems, they do more than provide immunizations or reduce crime rates. They inspire whole neighborhoods with faith that their problems are not irresolvable. And neighborhoods then come together to take up the burden.

. Making government a partner but not a lonely actor. National service can point the way toward the proper role of government -- not to solve our problems or even to try, but to make a limited investment in the people who will make the real difference.

Because it's new and ambitious, the President's initiative is not perfect and it's easy to raise questions about it. Some, for example, fear that national service will create a "gigantic bureaucracy." But that's not inevitable. Indeed, the spirit of the President's initiative is to do precisely the opposite; it calls for investing in programs instead of operating them, and requires local partnerships, initiated from the grassroots, to ensure that government never takes the upper hand. As the President's proposal goes through Congress, we can take steps to ensure that the letter truly reflects this spirit.

Others say that service will "cost too much" and in today's economic climate, that has to be a serious consideration. But national service also provides important benefits. It meets needs in communities. It pays to educate young people, including many who may not otherwise have gone to college. It teaches valuable skills. And it instills in individuals and institutions the values that we need for our future.

The Hon. Steve Gunderson

Page Three

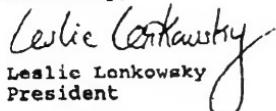
It is said that offering stipends and educational awards cheapens service. But no one has ever accused our soldiers of being less patriotic because they are paid, or receive a GI bill. And without a stipend, only the better-off could afford to do the full-time work that will truly build an ethic and meet national needs. Of the 25,000 young people now engaged in one or another prototype of the national service program, more than half come from extremely modest backgrounds, not from the Ivy League.

This program must allow all Americans the opportunity to serve others, not just employ those who feel compelled to serve already. For service is about our commitments as Americans and to one another. These commitments transcend race and income, and so service -- especially if it is to be voluntary -- must be available to everyone.

In his first hundred days in office, President Clinton has been criticized -- and often rightly so -- for having campaigned as a "new" Democrat, but governing as an "old" one. However, his national service initiative is one instance where a more conservative outlook is evident, since it seeks to foster traditional civic values that have faded with the passage of time. No government initiative can guarantee moral renewal, but in national service, President Clinton tries to do his part and deserves a serious response from all parts of the political spectrum.

I hope these thoughts are helpful to you as you consider the Administration's proposal.

Sincerely,

  
Leslie Lankowsky  
President

LL:pah



*the*  
**reading**  
people

June 3, 1993

Chairman William D. Ford  
United States House of Representatives  
Washington, D.C. 20515

Dear Chairman Ford:

I am currently a VISTA Volunteer with the LVA-Capital Area Literacy Coalition in Lansing, MI. I am writing to show my support of all of the Friends of VISTA's recommendations to improve S. 919 and H.R. 2010. Though my VISTA experience has been mostly positive, some changes in legislation would make it more feasible for people to become VISTA Volunteers.

I strongly urge you to support all of these recommendations, as VISTA has made numerous positive changes in Michigan and the entire country. Thank you very much for your time.

Sincerely,

*Todd Summerhays*  
Todd Summerhays, VISTA

Enclosures

Literacy Volunteers of America - Capital Area Literacy Coalition  
P. O. Box 13163 - Lansing, Michigan 48901-3163 - (517) 485-4949 - Fax (517) 485-1924



**Friends of VISTA's Recommendations To Improve  
S. 919 and H.R. 2010**

**VISTA**

The National Service Trust Act will reauthorize VISTA through the Domestic Volunteer Service Act of 1973 for five years. We recommend that the following changes are included in the proposed legislation.

- Strike the provision which makes education awards for VISTA volunteers dependent on the number of other national service volunteers. Ensure that all VISTA volunteers eligible for the \$5,000 educational award will receive it on the same terms as all other eligible national service participants.
- Provide specific funding levels for VISTA necessary to support the increased service year levels contained in the bill for FY 1994-1998. The legislation as drafted only provides for a specific VISTA dollar level in FY 1994. **The \$40 million provided in FY 1994 is not adequate to support the authorized 3700 volunteer service year level. VISTA sponsors should support a level of \$45.8 million for VISTA in FY 1994.**
- Ensure that the VISTA Literacy Corps will receive a specific service year or dollar set-aside that will provide for gradual increases in each fiscal year from 1994 to 1998.
- Ensure that eligible VISTA volunteers receive the same child care benefits as other national service participants.
- Maintain the current legislative requirement that a minimum of 1.5% of VISTA's appropriation for recruitment and public awareness is maintained. This is especially important since 1994 is the 30th Anniversary of VISTA.
- Maintain the current legislative requirement that a VISTA Director be appointed.
- Clarify personnel protections for ACTION employees.

**Structure of the Corporation for National Service (Board)**

- The Board should be enlarged and should be required to include organizations supportive of VISTA's mission, representatives of low-income persons, and sponsoring organizations.

- Clarify the roles and responsibilities of the Board -- they should be primarily advisory and policy-making in structure.

- Delete requirement to grandfather in Commission on National and Community Service board members.

**Role of the State Commissions and the State-Level Federal Programs Division (ACTION)**

- The State Commissions should be required to include organizations supportive of VISTA's mission, representatives of low-income persons, and sponsoring organizations.

- Clarify the role and responsibilities of the State Commissions and the Federal Programs Unit (ACTION) -- they should be primarily advisory and policy-making in structure. Encourage cooperation between these offices and programs and avoid duplication.

- Ensure that the existing direct funding pattern which provides financial and volunteer resources to projects and programs supported by the Federal Program Division (ACTION) be preserved rather than directed through the State Commissions.

- Ensure that the training, and technical assistance, volunteer support and oversight provided by the Federal Programs Unit (ACTION) field staff be maintained.

**NATIONAL SERVICE TRUST FUND ACT OF 1993  
(S. 919 and H. R. 2010)**

The Clinton Administration has proposed a national service trust initiative that includes the reauthorization of the Domestic Volunteer Service Act (DVSA) for FYs 1994-1998. The national service trust will be administered by a newly created Corporation for National Service which will be a merger of the ACTION agency and the Commission on National and Community Service.

**The Corporation for National Service**

The Corporation will be governed by a bipartisan Board appointed by the president. There will also be bipartisan State Commissions composed of local representatives appointed by governors who will work with the Corporation for National Service.

The Corporation will have two arms: an Investment Division which will administer the programs previously run by the Commission and the Operating Division that will administer the programs previously run by ACTION.

**Changes for VISTA**

The National Service Trust Act will reauthorize and expand the VISTA program and the Older American Volunteer Programs through FY 1998. Following a transition period of up to 18 months, these programs will be administered by the Corporation for National Service.

**THE CHANGES FOR VISTA INCLUDE:**

1. Increases the VISTA service year levels for FY 1994-1998 (3700 in FY 94, 4000 in FY 95, 4500 in FY 96, 5500 in FY 97, 7500 in FY 98).
2. Reauthorizes the VISTA Literacy Corps (although it does not include a specific authorization level for the Corps).
3. Authorizes the VISTA Associate Program begun this summer.
4. Authorizes a new University Year for VISTA program.
5. Provides a \$30 a month increase (up to \$125 a month) in the post-service stipend for VISTAs (only if additional funds are appropriated).
6. Under certain conditions, provides for an educational, loan forgiveness or job training award of \$5,000 a year for up to two years of service. The post-service stipends will not be available if VISTA volunteers accept educational awards under the National Service Trust Act.



**COPE O'Brien  
Youth Center**

2260 PLATT ROAD  
ANN ARBOR, MICHIGAN 48104-5198  
(313) 971-7800

134 SPENCER LANE  
YPSILANTI, MICHIGAN 48198  
(313) 482-5853

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Evy Eugene Mavrelis, Ed.S

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June 2, 1993

**Congressman Bill Ford, Chairman  
House Committee on Education & Labor  
2107 Rayburn House Office Building  
Washington, D.C. 20515**

**ATT: Gene Soifer  
RE: HR 2010-National Service Trust Act of 1993**

Dear Congressman Ford,

This is to acknowledge receipt of your letter dated May 11, 1993 in which you requested my input on President Clinton's National Service Trust Initiative. I appreciate the opportunity to respond to the proposed legislation that is before your House Committee on Education & Labor.

As an administrator for a community-based non-profit youth service agency, I am well aware of the crisis this country faces relative to our youths battle with drugs, violence, high unemployment, illiteracy, delinquency and teen pregnancy. For too many years, the plight of disadvantaged children has been at the bottom of the priority scale among public officials at both the federal and local level.

I am therefore heartened by the legislation as it reflects the President's promised commitment to improving the lives of children at-risk. It also binds the financial resources of the national government with the human resources of the local sector in a mutual partnership to address critical domestic needs.

I am encouraged that the National Service Initiative will expand the educational opportunities of our youth while at the same time unleash their creative energies to tackle pressing problems by serving in programs that would benefit our communities across the nation.

Given the increasingly higher costs of post-secondary education and corresponding financial limitations of many deserving middle and low middle class families, the proposed national service program is an excellent vehicle for students to earn funds for their college education while performing valuable community service.

I support the concept of young people earning up to \$5,000 toward college or technical training for each year of service (\$10,000 for a maximum of two years) in exchange for their commitment to work toward meeting any number of essential community needs in health, human services, education, environmental and public safety.

I support the concept of linking education with service - "learning by earning" - integrating book work with community work, fusing classroom instruction with real world job experience, tapping the idealism of youth to a renewed sense of civic responsibility.

I support the concept of collaboration that is required at all levels of government - national, state and local to make this massive project work. I support the concept of encouraging a public and private sector partnership investing in youth to address the major challenges facing America.

Though there are more points I wish to make, given the deadlines imposed by the Committee, there is not sufficient time to conduct a thorough review or detailed analysis of the pending legislation. Suffice to say, as a representative of a community-based not-for-profit youth service organization, I strongly endorse the President's Initiative.

I would be pleased to offer further commentary for the Committee or to serve on the State's Commission or Community Service Task Force in the months ahead once the implementation phase has begun.

In addition, do not hesitate to contact me on this and other key legislation of particular interest to me - Juvenile Justice and Delinquency Prevention Act, Drug Free Schools and Communities Act and the Job Training Partnership Act.

With warmest regards to you and your staff for whom I have had the privilege to meet and work with in the past (Jack Jennings, Ellen Offen, Janice McDonald, Chris Davis, Dee Dogan), I remain,

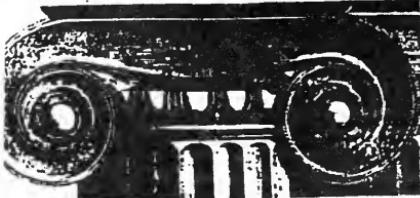
Sincerely yours,  
*Evy Eugene Maipellis*

Evy Eugene Maipellis, Ed.S.  
Executive Director  
C.O.P.E.-O'Brien Youth Center

# THE ANN ARBOR NEWS

THE ANN ARBOR NEWS • TUESDAY, APRIL 22, 1991

## FORUM



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## COPE-O'BRIEN

### Youth center is outstanding service

It makes no sense to address the back end of problems such as youth alienation, high juvenile crime rates and teen gangs by building more jail cells.

The need is to front-load these problems by recognizing that children are the only future we have.

The COPE-O'Brien Youth Center on Platt Road in Ann Arbor does a good job of doing that. COPE stands for Center for Occupational and Personalized Education; it offers a range of education help for youth referred to it by the Washtenaw County Juvenile Court, the Department of Social Services, area school districts and other agencies -- all aimed at giving these young people vocational skills and higher self-esteem.

The O'Brien Center is supported by the county and state child-care funds. It runs a day treatment program for behaviorally troubled adolescents living in Washtenaw County by providing them with intensive counseling, structured supervision and individualized therapeutic services.

There are two program sites. The one in Ann Arbor has treatment and educational programs while the vocational employment training school dropout and delinquency intervention programs are in Ypsilanti. Together, the COPE-O'Brien Center works to address the major problem areas confronting at-risk youth -- high dropout rates, illiteracy, unemployment, substance abuse and teen pregnancy.

According to Executive Director Evy Eugene Mavrellis, COPE-O'Brien serves over 200 youth annually. About 3,500 youth with serious family, school and personal problems have benefited from the facility's services during the 20 years of its existence.

Longtime area residents may recall the Center was established by the much-respected former Juvenile Court Judge Francis L. O'Brien with the goal of providing a range of services for troubled youth as an alternative to institutional placement. O'Brien's spirit lives on in the center that bears his name.

This week marks the occasion of COPE-O'Brien's 20th birthday celebration.

The COPE-O'Brien Center deserves praise and thanks for outstanding service to the community for two decades. It is a model youth service program that has shown its value many times over.

—THE ANN ARBOR NEWS

# YPSILANTI PRESS

By RAYMOND McMILLAN  
Press Staff Writer

## Youth center gets help in fighting drugs

**BY RAYMOND McMILLAN**  
**Press Staff Writer**

The state government sent the Center for Occupational and Personalized Education (COPE-O'Brien Youth Center) a major boost to fight juvenile drug abuse.

COPE-O'Brien Youth have received a \$100,000 grant through the Governor's Office of Drug Control Policy and the United States Department of Education's Drug-Free Schools and Communities Act of 1986.

"About \$17 million in funds was made available to Michigan," said Evy Eugene Marvellis, director of COPE-O'Brien. "There were 175 applicants submitted un-

der five different categories for the grant."

"We applied for funds under drug prevention for juvenile offenders," she said. "There is a relationship between delinquency and drug abuse. We plan to serve 100 kids during the year."

The one-year program with six staff members would provide a variety of courses and training programs.

"We're addressing an emergency unmet need in the community. And to provide drug prevention programs such as basic Free Schools and Communities Act of 1986,

"About \$17 million in funds was made available to Michigan," said Evy Eugene Marvellis, director of COPE-O'Brien. "There were 175 applicants submitted un-

"Personal life skills cover those non-academic areas such as coping skills, money management, maintaining a drug-free lifestyle, value clarification and how to deal appropriately with authority figures," she added.

Ultimately, the program's goal is to prepare at-risk children for the world around them, she said.

"The point is we want to develop and prepare at-risk young people with the skills they are going to need to function socially, educationally and vocationally without depending on a drug-abusing lifestyle," she said.

**Thursday**

August 13, 1992  
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25 cents



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Teen League proves to be an adept alternative

by DOUG HILL

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ESTATE PLANNING

School, Huron Residential Services and Huron Valley Boys and Girls Club.

on Young Boys and Girls Club in the final game, 15-4. All 10 teams from the league participated in the tournament.

"The intent of this league is to provide a wholesome activity for the youths and help them of the streets," said Bill Eugene Marsteller, executive director at C.O.P.E.-Abner. "This league is specifically geared to kids youth within the greater Ann Arbor-Ypsilanti area."

By "at risk," Marrelli means teens-agers that are economically disadvantaged, have behavior problems, are victims of child abuse, have a history of drug use and/or have a history of delinquency. The league seems to be catching on. The 10

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### The popular

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"It was a nice  
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terms this year are up from eight last year and six in the inaugural season.

Marevilles said she expects more participants next year and would split into two divisions — one for 12- and 14-year-olds and a second for 15- and 17-year-olds.

The popular movement

"We've seen some behavior change," Marveills said. "They've shown sportsmanship, are able to work with a team and have improved their self-esteem."

Most importantly, she said, they're staying out of trouble and having fun.

"It was nice hot day, but we stayed strong as a team," Lamond Lowrey, the 18-year-old pitcher for Huron Services for Youth, said. "I learned a lot this year. I learned to be more aggressive and to hold my head up." ■

proven and to deserve in my estimation. Third baseman Brian Cooper, 16, played for himself, his teammates and for someone very special. "I did this for my father Dennis Cooper," he said, clutching Sr. in the hospital.

**SPLITTING SUCCESS.** The Canton Shag-  
ger, Michigan's oldest softball team with an  
average age of 55, finished fourth out of seven  
teams recently at the U.S. National Senior  
championship trophy.

The True Value of a Man

**AMERICAN VETERANS** (Augus-  
tine) A Plymouth Thruway with  
the Clinton Super-8 Motel. They have  
a complete self-service laundry and  
a restaurant. The Super-8 Motel has  
200 units, each with 17-18 square feet  
of floor space.

luring, but exploded for 10 runs, and was able to hold on.

**SPLITTING SUCCESS.** The Canton Shag-  
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The True Value of a Man

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608 NORTH MAIN STREET ANN ARBOR, MICHIGAN 48104 • 662-2222

May 27th, 1993

William D. Ford  
Chairman  
House Committee on Education and Labor  
U.S. House of Representatives  
Washington, D.C. 20515

Dear Mr. Ford:

Thank you for the opportunity to share my input. I strongly support the intent of The National Service Trust Act of 1993. However, I do have concerns about some of its specific aspects.

I am having a difficult time understanding the direct impact of this legislation on the agency where I work. I am also having a difficult time understanding the benefit of this legislation for the youth and their families that are in need of our services. I unfortunately have not had the luxury of time to give this my full attention and be as critical as I feel I could be.

I would like to take this time to point out the pros and cons of the National Service Trust Act as I see it. I am impressed with the possibilities that this Act will make higher education more accessible to those who can not afford to go to school because of the cost. However, this Act does not shift the burden of social and moral obligation of volunteering to those who can already afford the ever increasing costs of higher education. I am in no way implying that individuals who can afford higher education without assistance do not volunteer. To place the responsibility of volunteering on a group of individuals who can least afford a college education may be disadvantageous to this program and the individual concerned. Individuals who have to work (part or full time) while in school do not often have the time to volunteer.

I am pleased that educational awards will assist those who are eligible based on the criteria presented. However, eligibility should include those adults who are volunteering, and who have not yet received their high

school diploma or GED. Many of the young people in our program do not have a safe environment in which to finish high school or complete their GED. Offering them the opportunity of this scholarship may create the incentive to do so. This educational award would allow them to return to school and receive their degree.

The ability of local agencies to recruit and select the participants is of vital importance. The nature of our volunteer work requires us to perform a screening interview to make sure the potential volunteer is appropriate for crisis intervention and counseling. I am unsure of how this legislation will impact our service delivery.

I am also curious as to the process through which State and local governments will determine which agencies are eligible for this program. I am assuming that there will be an application process that determines what agencies are eligible and appropriate.

In closing, the National Service Trust Act is a welcomed piece of legislation. We can hope that individuals in the future will not need an incentive to volunteer for a cause that is part of their social obligation to this society. This particular piece of legislation will help generate a social conscience and cultural context that is based on helping others.

If you have any questions or concerns please feel free to call or write me at any time.

Sincerely,



Paul Adair Wood  
Program Coordinator  
Ozone House Inc.



## OZONE HOUSE

608 N. Main  
Ann Arbor, MI  
(313) 662-2222

## LEGAL RIGHTS OF YOUTH

### Terms to know:

**Minor:** a person who is under the age of 18.

**Status Offense:** an act which is illegal when committed by a young person but not when committed by an adult. Some examples are: drinking, smoking, truancy, curfew violation, and running away.

**Emancipation:** the termination of parents' rights to control, custody, services, and earnings of their minor. Emancipation occurs by operation of the law when a minor is legally married, joins the armed forces, turns 18, or is ordered emancipated by the court. It also occurs by parental action when both parents release their rights by written instruction or when the youth is abandoned. Being emancipated allows one to establish independent residence, attend public school in the area of residence, and control one's own earnings.

### Did you know?

- In court, young people have the rights to know the charges against them, to have an attorney, and to remain silent. Minors do not have the rights to release on bail or to a jury and public trial.
- Minors have the right to report child abuse or neglect to the police or to the Department of Protective Services.
- Young people have the right to obtain contraceptives and treatment for venereal disease without parental permission.
- A 16 year old can get married with parental permission. At 15, a judge's permission is also required.
- A 16 year old cannot be required to attend school.
- A person of 17 years or older is no longer under the jurisdiction of the Juvenile Court.
- At 17, minors can leave home without parental permission.
- Until young people are 18, they cannot be held fully responsible for legal contracts.
- At Ozone House, minors are treated like adults – with complete confidentiality.

*Ozone House is a volunteer-staffed collective which provides crisis intervention services and short-term counseling, free of charge, to youth and families. We advocate for youth and recognize the need to support parents, families, and larger systems all of which influence the lives of young people. Our confidentiality policy creates an environment in which clients can be comfortable seeking the help and support they need to help themselves.*



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### SUICIDE

Suicide is the second leading cause of teen death, with about 7000 young people taking their lives each year. Equally frightening is the fact that for every youth who dies, 50-100 others will try unsuccessfully to commit suicide.

#### **Why do people commit suicide?**

People attempt suicide because they are experiencing emotional pain which feels unresolvable. Suicidal people feel ambivalent; part of them wants to die, while part is crying out for help.

#### **How can one help a suicidal person?**

One can help by listening and giving the individual a chance to vent his/her anger. Being there as a caring and understanding listener, helping the suicidal person to realize that his/her feelings are normal, that help is available, and that there have been better times can make a big difference. It is important to remember that ultimately a person is not responsible for the actions of another person who commits suicide. It was his/her own decision. The most one can do is listen and get assistance from a more qualified helper, such as a therapist, school counselor, or hotline.

#### **What are the warning signs of suicide?**

- depression
- abnormal sleeping and eating patterns
- talk of killing oneself
- mood swings
- apathy/withdrawal
- preparing to die: giving away possessions, writing a will
- loss of something or someone special
- possession of weapons, pills, rope
- change in performance at school or work

• • •

At Ozone House, volunteers go through suicide prevention training. Our hotline is open 24 hours a day, and counselors are available on a walk-in basis from 11:00 a.m. to 11:00 p.m. Ozone House also does community presentations focusing on depression and suicide. These workshops and discussions help participants become more comfortable talking about suicide and more able to recognize warning signs and find ways to help.

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### RUNAWAYS

Everybody reacts differently to stress, pain, and anger. Some young people act out their anger by doing poorly in school, while others hang out with "the wrong crowd". Some youth try to escape through drugs, while others feel so hopeless that they attempt suicide. Running away is yet another reaction to a stressful situation. Thirty percent of our clients are runaways. For these young people, feelings of pain and anger have built up to the point where the only resolution seems to be fleeing home.

Although some runaways have places to go, many do not. Ozone House is a safe alternative to the streets where young people can find a place to talk about what is going on and explore their options. If a runaway and his/her family need a "cooling off" period, Ozone House can provide temporary foster care with parental permission. This gives the family a chance to begin to sort things out with the help of Ozone counselors instead of allowing the old problem situation to remain unchanged.

Everything that goes on at Ozone House is confidential. However, young people often choose to contact their parents so they can begin to confront the issues which led to the runaway episode. Our goal is to help facilitate communication so families can work toward healthy resolutions of their conflicts.

### INDIVIDUAL AND FAMILY COUNSELING

At Ozone House we believe that people have the ability to resolve their own problems. We also believe that to do this effectively each person needs to be aware of his or her own feelings, values, and options. Our trained, volunteer counselors help clients work toward a greater understanding of themselves and their situations. In this manner we strive to help clients help themselves.

Family counseling is an integral part of the Ozone House program. Our experience in working with young people has shown us that when one family member has a problem, it touches the rest of the family as well. We encourage young people and parents who come to us individually to involve the rest of the family in the counseling process. Our counselors ensure that each family member's voice is heard. We help families to detect and change troublesome patterns in their communication and behavior. If a family desires counseling but lives outside of the immediate area, we can make referrals to services closer to the family's home community.

Although many clients are running away or homeless, Ozone House counselors also work with young people who are not in crisis but have chosen to seek help while still at home.

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### OZONE SERVICE PHILOSOPHY

Ozone House is a unique agency in that its primary charter is to advocate for youth. As such, Ozone House, in its commitment to youth advocacy recognizes the need to support families, parents, and larger systems.

Ozone House recognizes that growing up involves healthy degrees of individuation and separation, and therefore supports a young person's right to self determination. Thus, Ozone House recognizes a young person's right to assume adult decision making responsibilities and form opinions independent of the family unit. Because of this, Ozone House advocates for youth in the context of systems and individuals they are involved with as well as empowering them through counseling.

Ozone House recognizes that the family has the capacity to be the best and most natural system for youth to resolve problems. Because of this, our goal is to support and advocate for all family members. Ozone House is a

place where families can come without being judged and be given the opportunity to heal themselves. Our goal is to support families in exploring all their options by facilitating communication between family members as they work towards resolution of conflicts.

Ozone House recognizes that parenting is an important and difficult task that frequently offers little reward to the parent. While love between parent and youth often fosters rewards for parents, they cannot always expect their children to fulfill their personal needs. Ozone House supports parents in seeking avenues for personal fulfillment and believes that parents have the right to expect youth to contribute to the well being and functioning of the family system.

Ozone House will take a position with schools, local agencies, police, social service systems, and state and federal welfare decision making bodies that is consistent with our advocacy philosophy. We recognize that these larger systems can have a vital impact on youth, parents, and families.

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### HOMELESS YOUTH

In recent years, Ozone House has noted a tremendous increase in the number of homeless youth seeking services. Two years ago, 57% of our non-runaway homeless youth clients lacked sufficient resources to establish successful independent living, today that number has only increased.

Here are some of the specific problems homeless youth face every day:

- **Lack of Employment Opportunities:** Young People have a difficult time securing employment due to the lack of job hunting skills and available employment opportunities.

- **Lack of Housing Resources:** Homeless youth often lack the financial resources necessary to pay both rent and security deposit.

- **Lack of Basic Survival Skills:** Homeless youth lack information and skills necessary to begin and maintain successful independent living.

- **Absence of a Significant Support:** These young people lack the emotional support and assistance necessary for transition into a responsible and productive adulthood.

In 1984, Ozone House began its first **Independent Living Program**, with the goal of assisting homeless youth to gradually acquire the skill necessary to become self-reliant and maintain successful independent living. Since then, over 100 clients have taken advantage of this service.

**Miller House**, opened in July of 1988, expanded the Independent Living Program. Participants are provided with a secure, home-like atmosphere for 2-4 months while they begin to establish independence.

#### Services Include:

- Ongoing counseling with Ozone House counselors.
- Independent Living Skills Training: budgeting, shopping, employment seeking, apartment search, and more.
- Follow-up counseling for one year after completing the program
- Security Deposit Loans
- Monthly Living Stipends
- Job Referrals
- Positive Peer Support
- Housing Referrals
- Community Resource Referrals
- Advocacy



## OZONE HOUSE

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# FOSTER CARE

### Why This Program

Every year, Ann Arbor attracts hundreds of young people, many of whom are under the age of 17 and may be "running" away from their families and homes. The U.S. Department of Health, Education, and Welfare has identified Ann Arbor as one the 20 cities in the country with the highest influx of runaway youth.

Most runaways need housing. In Washtenaw County, few agencies provide temporary foster care for adolescents.

As an organization founded on the notion of helping young people and families in crisis, Ozone House was frustrated by the lack of suitable temporary shelter for young people. In 1969, Ozone House, together with Catholic Social Services (C.S.S.), began a foster care program for runaway youth. At that time, C.S.S. recruited and supervised all the adolescent foster homes. Over the years, Ozone

House has taken more responsibility in recruiting, licensing, maintaining, and supporting these special foster homes. In February 1988, Ozone House became licensed by the State of Michigan as an independent foster care agency.

All of Ozone's foster care homes are designed specifically for teens to live for a period of one night to two weeks.

### Foster Youth

Most of the young people Ozone House places in temporary foster care are runaways. To place a young person in foster care, Ozone House must obtain parental or guardian's permission.

Ozone foster youth are usually between 14 and 16. Foster care provides them with a stable environment so they can begin to confront issues in their lives. For many, foster care is a "cooling-off period" for both parents and youth which allows breathing room for families to begin to work on their problems. For others, solutions are not as concrete. For them, foster care may be a stepping stone toward long term foster care, living with relative, or legal emancipation and independent living. For all, foster care is a way of facing and dealing with problems rather than escaping.

## WE NEED YOU

Ozone House continually recruits and licenses new foster homes. All of our homes are licensed through the State of Michigan. This process begins with the Ozone House Foster Care Coordinator (F.C.C.) meeting with the prospective foster parent(s).

The initial interview is designed to inform the prospective foster parent(s) about Ozone House and to raise questions. If both the F.C.C. and the prospective foster parent(s) remain interested, more in-depth interviews follow. These interviews are a learning process for both the foster parent-to-be and the F.C.C. Different tools are utilized to help the F.C.C. get to know the prospective parent(s). These include a family tree which show family histories, a "map" of support systems in the community, and homework questionnaires. Three letters of reference are requested and information concerning home, community, health, police records, abuse and neglect checks are collected. This information is then compiled, approved by the Ozone House Clinical Case Consultant, and finally a foster care license is issued by the State of Michigan Department of Social Services. On the average, the homestudy process takes about 45 days to complete.

### "Special Parents"

The foster parents in our program are special, because they are particularly interested in teenagers and sensitive to the problems of adolescents. They understand a young person's struggle to develop her/his own identity and independence, and can take the role of a non-threatening adult.

Foster parents can range in age from 21 years on up and have various types of living situations. Some are single people, others are married, some have small children, others have no children, and most work. The important thing is that they can provide a safe and stable environment for the young person.

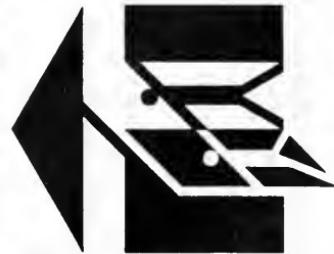
We value diversity in our foster parents and we need foster parents from all different walks of life. The more diverse selection of homes allows Ozone workers to select a temporary shelter that is just right for the young person.

### Costs

While foster care is not a money making venture, it does cost to eat and sleep. Therefore, Ozone House believes in reimbursing foster parents for their services. Natural parents, guardians, or if unwilling, the State of Michigan are responsible for payments.

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**OZONE  
HOUSE**



Youth & Family  
Counseling  
Runaway & Homeless  
Youth Assistance  
Crisis  
Intervention

608 North Main  
Ann Arbor, MI 48104

**662-2222**

**Ozone House  
608 North Main  
Ann Arbor, MI 48104**

Need to talk?



Ozone House is  
here to listen.

all services are free and confidential

Handicapped accessible

## OZONE HOUSE



Walk-in: 11 a.m. - 11 p.m.

Phone: 24 hour crisis line

*Ozone House is a community based, collectively managed organization, offering free and confidential services to youth and their families. Ozone House seeks to meet the changing needs of youth in crisis by advocating within the family, community, and society as a whole. Ozone House offers an atmosphere that fosters growth, understanding, and equality to help young people develop healthy relationships with family, or develop alternative support systems, free from physical, emotional, and sexual abuse.*

## SERVICES

- 24 Hour Crisis Line
- In-Person Youth and Family Counseling
- Runaway and Homeless Youth Assistance
- Temporary Foster Care
- Emergency Food and Clothing
- Community Presentations
- Volunteer Training:
- Information and Referrals

*Our Services Depend on You*

*Just by opening and reading this pamphlet, you have shown that you care about youth in crisis. Ozone House depends on community members like you who maintain our services just by saying:*

*Yes! I want to help homeless and runaway youth by becoming a friend of Ozone House with my tax deductible contribution of:*

\$15      \$25      \$50      \$100      Other \_\_\_\_\_

Name _____	Address _____
City _____	State _____ Zip _____
Send to: Ozone House 608 North Main Ann Arbor, MI 48104	

P O Box 30026  
 Lansing, Michigan 48909  
 Phone (517) 373-8230  
 TDD (517) 373-4096

## STATE OF MICHIGAN



COMMISSION  
 ELWIN M. JOHNSON  
 CHAIRPERSON

JOHN ENGLER, Governor

## OFFICE OF SERVICES TO THE AGING

May 29, 1993

The Honorable William D. Ford, Chairman  
 House Committee on Education and Labor  
 2181 Rayburn House Office Building  
 Washington, D.C. 20515-6100

Dear Congressman Ford:

The Michigan Office of Services to the Aging respectfully submits the following comments and recommendations concerning the proposed National Service Trust Act of 1993 (H.R. 2010).

We enthusiastically endorse the proposed National Service Trust Act of 1993 which would bring together under a new "Corporation for National Service" the programs currently authorized by the National and Community Services Act of 1990 and the Domestic Volunteer Services Act of 1973 (ACTION). We also applaud the Committee's acknowledgement that no national service program would be complete without providing opportunities for involvement by America's rapidly growing older population and for recognizing the Older American Volunteer Programs (Foster Grandparent, Senior Companion and Retired Senior Volunteer Programs) as the outstanding models of community service they represent.

Congressman Ford, we know you share our pride in the investment that Michigan has made in the Older American Volunteer Programs and have always appreciated your many efforts to recognize the services provided by our state funded foster grandparents, senior companions and retired senior volunteers. Consequently, you surely understand our frustration and disappointment that no mention of non-ACTION Older American Volunteers was made in the proposed National Service Trust Act of 1993. Given our past history of working with ACTION, we believe it is essential that language be included in the proposed ACT which specifically recognizes non-ACTION Older American Volunteer Programs and volunteers as full partners in the Corporation for National Service, with the right to apply for and receive federal funding from programs under the ACT. Without this legislation, many of our state funded older volunteers are in jeopardy of losing their stipended volunteer positions because of federally mandated stipend increases and state-funded OAVP projects may be unable to expand their needed services in our state. We trust that we can once more count on your support for this issue.

Finally, we were pleased that many of the recommendations suggested by the National Foster Grandparent, Senior Companion and Retired Senior Volunteer Associations were included in the proposed legislation for the National Service Trust Act. We urge you to give every consideration to the suggestions these associations have now submitted to strengthen and improve the provisions of the Act. Their recommendations are born out of more than twenty years experience in community service and a firm commitment to the power of older volunteers to make a difference in the community.

As always, we thank you for your support and interest in the Older American Volunteer Programs. If you have any questions or need additional information, please feel free to contact our office at any time.

Sincerely,



Carol Parr  
Interim Director

CP:HS/JF/bg

Federal Programs Division Relating to Senior Volunteers

Last March, Bonnie Graham, Older Volunteer Program Specialist from our staff, testified before the House Sub-Committee on Human Resources regarding the re-authorization of the Domestic Volunteer Services Act. A key aspect of that testimony concerned the need for federal legislation which recognizes non-ACTION Foster Grandparents, Senior Companions and Retired Senior Volunteers as full OAVP partners with regard to mandated stipend increases and eligibility to apply for federal funding opportunities. Since Michigan leads the nation in the number of non-ACTION Older American Volunteer Programs, we were extremely disappointed this issue was not addressed in the proposed National Service Trust Act of 1993. Given our past history of working with ACTION, we believe it is essential that non-ACTION OAVP projects be legislatively recognized as full and equal partners within the new Corporation.

We recommend that language be included in the proposed ACT which specifically recognizes non-ACTION Older American Volunteer Programs and volunteers as full partners in the Corporation for National Service, with the right to apply for and receive federal funding from programs under the ACT.

The Director is encouraged to enter into agreements with other Federal Agencies to partner RSVP and Foster Grandparents with Head Start, coordinate activities with the Administration on Aging for in-home care programs, coordinate with the Department of Education for mentoring projects involving senior volunteers and coordinate activities with the Environmental Protection Agency for senior involvement in environmental programs.

We recommend the addition of a specific provision requiring the Director to seek to enter into interagency agreements between the Health Care Financing Administration's (HCFA) Medicaid Waiver program and the Senior Companion and Foster Grandparent Programs. Volunteers in both of these programs work with Medicaid recipients, be they handicapped children or frail elderly. Integration of Senior Companions and Foster Grandparents in the Medicaid Waiver program would help cut the costs of community-based care, while providing new resources for expanded involvement by Senior Companion and Foster Grandparent volunteers.

Investment Division Issues Related to Older Volunteers

Intergenerational programs are one of twelve categories listed in the proposed ACT which will be eligible for program assistance under the Investment Division. Since the Corporation Board can establish it's priorities among these twelve, we are very concerned the intergenerational focus may be lost. We strongly believe that

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intergenerational cooperation and programming should be given special consideration under the Act because of the number of potential older volunteers who could be involved as providers in programs under the Act, the number of older people who might be recipients of youth service and the lack of attention devoted to intergenerational programming in the past.

We recommend that each of the categories listed as eligible for program assistance should include intergenerational action to the extent appropriate. Such a cross-cutting requirement would insure that, rather than losing the intergenerational focus of the legislation, greater recognition will be given to the importance of this aspect of the bill.

We recommend that a criteria for program assistance should include the extent to which intergenerational components are included in grant proposals.

The proposed Act includes Subtitle H - "Investment for Quality and Innovation" which is similar to Subtitle E - "Demonstration" Programs in the National and Community Service Act. The new Subtitle H includes most of the old Subtitle E provisions, but with respect to the "Assistance to Head Start" provisions that called for placement of Foster Grandparents in Head Start Centers, the new language refers only to "older adult" placements.

Not only are the references to Foster Grandparents dropped, but the entire Head Start assistance provision is diluted by relegating it to one of many intergenerational programs that "may include" a program in which older adults provide services to children who participate in Head Start programs.

We recommend the provisions for Head Start Assistance from Subtitle E of the Current National and Community Service Act be substituted for the much weakened version proposed in H.R. 2010.

#### Corporation Administrative Issues

The proposed Corporation for National Service would include an eleven member Board of Directors, eight members of which would be drawn initially from the members of the Commission on National and Community Service. We believe that older volunteer representation on the proposed Board of Directors must be mandated given the current number of older volunteers serving in local communities, the huge potential for increased community service by older persons and the intergenerational focus of the proposed Act.

We also question whether a Board of Directors, consisting of eleven members, can be representative of the diversity which exists in this country as it relates to national and community service. This

becomes more of a concern should eight of the possible eleven members come from a Commission that has been primarily interested in youth service.

We recommend the Board of Directors be expanded so as to enable broad representation, and that a legislative requirement be established to include representative(s) from the senior volunteer constituency on the Board.

The proposed legislation includes provisions for training, research, evaluation, demonstration and promotion in both the "Investment" and "Federal Programs" Divisions of the Corporation. Since the function of research and training is one that cuts across Corporation activities, these functions for each of the proposed Divisions should be administered in a separate program support arm of the Corporation. This is essential if unnecessary duplication is to be prevented and coordination/collaboration encouraged.

We recommend the addition of a third Division of the Corporation to provide for training, research, evaluation, demonstration, promotion and other Corporation-wide support services. Provisions in the proposed legislation relating to these functions in the Federal Programs Division and Investment Division should be moved to a new support Division. There should be a separate authorization of appropriations for this new support Division as opposed to diverting those funds from "program" appropriations.

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